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THE STATUS OF COUNTY
TEACHERS' INSTITUTES
IN PENNSYLVANIA

BY
CARMON ROSS

A THESIS

PRESENTED TO THE FACULTY OF THE GRADUATE SCHOOL IN PARTIAL
FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE OF
DOCTOR OF PHILOSOPHY IN EDUCATION

PHILADELPHIA, PA.

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INTRODUCTION

The present study is an attempt to determine the efficiency of County Teachers' Institutes in Pennsylvania. That there is a need for determining whether or not the county institute is functioning or whether it is contributing materially to the actual improvement and present needs of the teaching profession in Pennsylvania, can be readily ascertained by an examination of the literature bearing on Institutes, not only in Pennsylvania but thruout the United States. It is beyond the purpose of this investigation to review this literature or to quote from it to any greater extent than will shed light on our problem.

Two outstanding studies on "Teachers Institutes" are those by Smart in 1885,¹ and by Ruediger in 1911.² These are both national in scope. The former is a valuable collection of data and judgment that constitute a veritable brief for the institute. The latter study considers the institute as an agency in the improvement of teachers in service. It was in this study that the further value of institutes was begun to be questioned, tho even in Smart's "Circular of Information"³ we see striking evidences of warning and doubt. Commissioner of Education Eaton in submitting Smart's comprehensive survey used this significant sentence:

The aims, purposes, and methods of conducting these institutes in the several states are exceedingly diverse. It is evident that the institutes as a whole have been a means of great good and have probably been worth all they have cost; but it is also clear that, from lack of thorough organization and professional management, they have produced only a part of the good results possible. The facts presented in this report show that institutes may not only be valueless practically, but a positive source of mischief to the teachers and to the schools.⁴

A quotation from Ruediger's study⁵ shows further evidence of doubt as to the efficacy of the institutes. After giving several criticisms of the institute, Ruediger comments as follows:

¹ Smart, Circular of Information No. 2—1885, U. S. Bureau of Education.

² Agencies for the Improvement of Teachers in Service—Ruediger, Bulletin No. 3—1911, U. S. Bureau of Education.

³ Smart—op. cit.

⁴ Commissioner of Education—Report 1885.

⁵ Ruediger—op. cit.

If these arraignments of institutes were isolated examples, they might be passed by unnoticed, but of late years expressions of a similar nature have become sufficiently frequent to arrest attention. The feeling is beginning to spread that institutes have served their usefulness and should be discontinued.

It is no doubt true that institutes, as they are still usually conducted, are an anachronism. They arose in the second quarter of the nineteenth century, before the normal schools had made such headway and when summer schools for teachers were unknown, to supply a distinct need in the training of teachers.

One of the severest of the critics of the institute is Dr. Homer H. Seerley, of the State Normal School, Cedar Falls, Iowa, who has arraigned the "institute system" as a "makeshift," and "not originally intended to be a permanent part of the educational system of any state. . . . The actual results claimed for teachers' institutes are usually greatly overestimated by those who conduct them. . . . They have no way to determine the facts, or to summarize the opinion of teachers, and the estimates they make are more or less visionary and unreliable. . . . The practical value of this system of work, is, therefore, much in doubt to candid observers. The expense of the method is serious when . . . the impossibility of accomplishing the purpose planned (is) considered."^{5a}

In Monroe's "Cyclopedia of Education" we find this comment apropos of the growing questioning of the institute's efficiency:

The system of institutes has been severely criticized within recent years. The chief objection is that it is an anachronism. It had a place when there were no facilities for the training of teachers. But since the establishment of normal and summer schools it merely connives at inadequately trained teachers in attempting to do training work for about five days in a year.⁶

Dutton and Snedden⁷ thus comment:

The conspicuous defects of the institute are its failure to improve general culture appreciably or significantly to affect special scholastic attainments in the fields in which the teachers work. To a great extent, also, the average institute fails in the matter of method, both general and special, since the instructors are not sufficiently close to the problems with which the teachers deal, and there is small opportunity for demonstration.—The consequences are that many of their attempts at inculcating principles fail because they are unable to take into account the conditions under which rural teachers work—and these constitute one-half the teachers of the country.

^{5a} Seerley, "Practical Value of the Institute System," "Educational Review," Nov. 1908, pp. 356-73.

⁶ Monroe, "Cyclopedia of Education," Vol. 2, pp. 467-69.

⁷ Dutton and Snedden, "Administration of Public Education in the U. S.," Rev. Ed. pp. 277-84.

Continuing the same authorities say:

The institute seems to have an established place so long as the conditions which now prevail in the teaching force—lack of training, lack of maturity, and extreme mobility on the part of many teachers—shall continue. Therefore, the problem of *improving* it is a *vital* one.

A recent writer has thus stated his view of the institute:

Tho the usefulness of teachers' institutes is now largely a thing of the past because of their utter inadequacy under present conditions, they were a nourishing half-loaf in those early days when otherwise there would have been no pedagogical bread.⁸

This view probably summarizes the attitude of our most recent educational writers.

In view of the fact that this inquiry pertains mainly to Pennsylvania institutes, the defence on which our county institutes are placed, is admirably illustrated by a few excerpts from city and district superintendents in the state. A few of these are:⁹

Institutes as now conducted in our counties are a farce—oriental, dead, lack definiteness, are a conglomeration of nothingness.

They have outlived their original purpose. The reformer is needed. I believe visits to good schools would be of more profit to the teachers.

The practical value of these meetings as at present constituted, is almost negligible.

This whole thing of institutes has grown so disgusting to me so far as results are concerned that I cannot see any reason for perpetuating this parasite upon the profession.

I don't think there is any aim or purpose except a blind, antiquated fulfilling of a section of the school code.

On the other hand, the protagonist of the Institutes beginning with Barnard and Mann, are legion. As far back as 1852 Barnard said:¹⁰

The value of this class of meetings—the institute—both to teachers and the communities where they are held, is universally acknowledged, and not an intimation has reached me from any quarter, that they should be abandoned. (This was 13

⁸ Ross L. Finney, "The American Public School," 1921, p. 123.

⁹ Selected from replies to questionnaire to County and District Superintendents, q. v. in Appendix.

¹⁰ Barnard, "American Journal of Education," 7th Annual Report, p. 314.

years after inaugurating an institute in Conn. and 6 years after the first teachers' meeting under the name "Institute" in New York.)

As will be seen in Chapter I, "Historical Origins of Institutes," without exception educational writers and authorities were a unit in their advocacy of the Institute as a means to improve teachers and to stimulate an apathetic public. Without exception, all the state superintendents of public instruction in Pennsylvania from A. G. Curtin, thru Hickock, Wickersham, Higbee, and Schaeffer were firm believers in the Institute. Supt. Curtin said in 1856:

The scarcity of *competent* teachers is *the great want* of our schools. The Teachers' Institute, recognized by public authority, and encouraged by a small appropriation for each county, is beyond all question, the means to be relied on for this purpose (training of teachers), and is accordingly unhesitatingly and earnestly recommended.¹¹

In 1857 Supt. Curtin again said:

The County Institute, properly conducted, is undeniably the great lever in the hands of the county superintendent to lift the school system from the dead level of apathy and indifference; the most effective and powerful agency at his command to reach and arouse public opinion, vivify the profession, and energize the administration of the system.¹²

Supt. Hickock eloquently voiced his belief in the County Institute when in his annual report he said in part:

The value of the institute as provisional schools for instruction in the theory and practice of teaching, for the interchange of teachers' opinions and experiences, and in the cultivation of a fraternal *esprit de corps* that should inspire and elevate the profession, has been heretofore presented in conclusive terms, which experience has abundantly confirmed.¹³

Thirty-one years after Institutes had been legalized in Pennsylvania, Dr. Higbee, State Superintendent of Public Instruction, said in his annual report:

Our county institutes, as partial aids to our Normal Schools, have been doing excellent service in promoting the professional knowledge and zeal of teachers. In no other state of the Union, perhaps, have county institutes awakened such general and sympathetic interest in educational matters.¹⁴

¹¹ Curtin, Report of Department of Public Instruction, 1856, p. 14.

¹² Curtin, Report of Department of Public Instruction, 1857, p. 24.

¹³ Hickock, Report of Department of Public Instruction, 1858, pp. 13-14.

¹⁴ State Report, 1881.

Both Smart¹⁵ and Ruediger¹⁶ give numerous expressions of approval for the work of the Institutes. Smart, after commenting upon the poorly trained rural school teacher, says:

This wide spread and lasting condition of this explains the necessity of supporting and maintaining teachers' institutes in addition to Normal Schools.¹⁵

This same authority and investigator after giving a brief summary of the uses of the Institutes and of the limitations of the Normal Schools and Normal Institutes (not to be confused with County Institutes), gives a strong endorsement as follows:

All these and many other uses of the institute have been tested since it was first introduced by Dr. Barnard. Without doubt it is destined to an equally useful and varied career in different parts of the country, new and old, during the future.¹⁷

But all the praise for the Institute and its work is not all as old and as far back as 1885. In 1889 John Hancock of Ohio placed the professional influence of teachers' institutes above that of Normal Schools on the ground that they reached more teachers.¹⁸ The Institute Manual prepared by Supt. Shawkey of West Virginia in 1910 states that while "there is a disposition on the part of some thinkers to do away with this phase of school work and substitute summer school work . . ." yet, "inasmuch as it has stood the test for many years, it fills a peculiar mission in our scheme."

"The County Institute" was the subject of discussion before the County Superintendents' department at the meetings of the Pennsylvania State Educational Association at Erie in June, 1910, and at Harrisburg in December, 1910. Co. Supt. Robt. C. Shaw of Westmoreland County in a paper¹⁹ read before the department, said among other things:

We do not hesitate to say that in our opinion the most capable institute instructors of America are brought to Pennsylvania institutes, and because of this every teacher of the state has the opportunity of hearing the best and most advanced thought along educational lines. . . .

At no other time in the year is there so much interest taken locally in the work of the public school as during the week of the county institute.

¹⁵ Smart, *op. cit.*

¹⁶ Ruediger, *op. cit.*

¹⁷ Smart, *op. cit.* p. 10.

¹⁸ Proceedings of Department of Superintendence, N. E. A. 1889, p. 71.

¹⁹ Shaw, "The Annual Institute," *Pa. School Journal*, Aug. 1910, p. 103.

In this paper Supt. Shaw quotes Dr. Brumbaugh, then Supt. of Philadelphia and later Governor of the state, to the effect that in the Pennsylvania Institute "we have a week of professional uplift which is of great value to the school system as a whole. I trust we shall not depart from it." Continuing Supt. Shaw quotes Dr. D. J. Waller, then Principal of the Bloomsburg State Normal School:

Teachers' institutes as now conducted in this state are of inestimable value in their effect upon the teachers and directors immediately interested and upon the cause of education thruout the length and breadth of the Commonwealth. I know of no evils that should be charged to them as "results."

Supt. L. E. McGinnes, of Steelton in his discussion of the County Institute before the department's meeting at Harrisburg in Dec. 1910 had this to say among other things:²⁰

Without doubt, this annual gathering is the great educational red-letter rally week of the year, and will remain so in Pennsylvania as elsewhere, as long as teachers and superintendents need to grow and as long as wholesome public sentiment needs to live. Institute spells vacation to pupils, pleasure and profit to patrons, and it ought always to spell an inspiring, professional uplift to teachers. . . .

The State of New York abolished Teachers' Institutes in 1911. Four years before the Institute was abolished "Teachers' Institutes" was an important topic of discussion at the "52nd Annual Meeting of the New York State Association of School Commissioners and Superintendents" held at Syracuse, November 6-8, 1907. In view of the fact that the Legislature of the State within a few years voted to abolish the Institute, it may be of interest at this point to quote briefly from Dr. Sherman Williams, Institute Conductor. After discussing the inadequacy of supervision as then conceived, and lamenting the fact that "there are lecturers of educational topics, whom the great mass of teachers never hear," Dr. Williams gave this tribute to the institute, so soon to be discontinued in his own state:

The Institute is the one attempt that has reached the great mass of the teachers. It is still the most helpful means of reaching and influencing the mass of teachers, the only one that has had sufficient vitality to last for more than 60 years. There is a common but mistaken notion, that institutes are chiefly valuable for teachers of meager training and limited experience. Here as elsewhere it is true that "to him that hath

²⁰ McGinnes, "The Instructor and the Institute," Pa. School Jour. Mar. 1911, p. 457.

shall be given." The more a teacher brings to an institute, the more he gets from it if the institute is what it ought to be.²¹

A striking contrast to this judgment is that uttered by Co. Supt. John F. Carr, of Marion County, Indiana, a state where the Institute is still in existence and is carefully controlled by the state:

The County Teachers' Institute in Indiana remains practically unchanged from what it was at its origin. Surely, it did not leap into existence fully developed and perfected. On the contrary, it is full of defects, and if it were not for an indifferent legislature that has control of it, it would long ago have abolished itself or have made radical reforms.²²

In contrast to the action of New York in abolishing Institutes was the action of the Education Commission of Illinois, composed of seven prominent educators of the State, whose duty was "to make a thorough investigation of the common school system of Illinois" and "to make a comparative study of such other systems as may seem advisable and to submit—a report including such suggestions, recommendations, revisions, additions, corrections and amendments as the commission shall deem necessary."²³ This commission issued its report in a number of bulletins, one of which (No. 5) covered a very thorough and nation wide investigation of Teachers' Institutes. This commission recommended a County System of Institutes, on a modified New York and Pennsylvania type, i.e., a state directed system with institute agents, and compulsory attendance and pay for teachers. This suggested plan was never approved by the Legislature. The interesting part of this notable report on Institutes is the fact that Institutes were recommended to be continued.

Another report that mention must be made of is that of the Commission on Rural Schools authorized by the Pennsylvania State Educational Association in 1913 and which made its report in 1914. One phase of this report²⁴ dealt with Institutes. This commission did not recommend the abolishing of the Institute. A few ex-

²¹ N. Y. State Education Dept. Bulletin, July 15, 1908.

²² Carr, "Symposium County Teachers' Institute—"The Educator Journal," Nov. 1907, p. 134.

²³ Illinois School Report, 1908-10, p. 259.

²⁴ Commission Rural Schools, Report Pa. State Ed. Association Proceedings, 1914, p. 38.

tracts from this report will suffice to show that the commission believed in the Institute:

"The County Institute is a most valuable instrument for improving the educational work of the state."

"Institutes still have a place in Pennsylvania education. In scattered communities they call the teachers together for some days, create a solidarity of opinion, give inspiration and some good ideas that afterwards affect teaching."

"It is difficult to exaggerate the value and importance of the Pennsylvania system of institutes to the teachers of the commonwealth."

"The value of the institute is a necessity to the growth and professional life of the teachers."

"As an educational agency the institute is a necessity."

It is very evident from the excerpts given that sharp differences of opinion have existed for many years as to the real status of the institute; at present when the agencies for improving teachers are so numerous, there is a genuine doubt as to whether or not the institute functions. But thus far we have had nothing but judgment, in most cases, biased, because of the interests represented. To arrive at a scientific determination of the work of the County Institute, removed as far as possible from personal judgment and bias, is the purpose of this investigation. That it *is difficult* to measure the work of the institute, is obvious. Even with the standardized tools we have to-day for measuring the products of the school room, we frequently find divergence of results. So far as the investigator is aware, there is no ready and infallible tool to measure in a concrete way the actual results of the institutes as they exist to-day. No extensive effort has, therefore, been made to follow up any group of teachers to determine whether or not their work in the schoolroom was better done after the institute. This would be the ideal way to measure results. Other methods, however, have been employed, which should assist in evaluating the institutes. Much effort has been put on the problem of determining the aims and functions of Institutes in the past, and contrasting these with the present day needs of teachers. These aims and purposes are, wherever possible, expressed in terms of achievement. This, it seems, is the natural operation of the simplest law of efficiency—the squaring of the aim or purpose with the product. These aims and purposes have also been exam-

ined with the object in view of determining their appropriateness and sufficiency in the light of current educational practices and needs.

The study will reveal that one of the outstanding aims of the institute has been and should be the training of teachers in service, tho this aim is not always recognized or granted. The study will also attempt to show that the institute must be an agency to improve teachers in service, if, as in Pennsylvania, it should continue as an institution supported by public funds. It will further be shown that historically, at least, the institute had another very important aim, viz., the formulation of a healthy public sentiment for the improvement of the profession of teaching and for the wider and more adequate support of public education. In a general way, too, but not as a main problem, this investigation will contrast teacher training facilities in 1850 with those of the present day. Essentially, the continuance or discontinuance, the improvement or the change of the type or organization of the County Teachers' Institute, is a concern of the teacher training agencies of the state. It is proper, then, that the present day institute be considered, also, in the light of the possible rôle it might play in the teacher training program of the state.

The method employed in this investigation is a combination of the historical with the questionnaire and statistical. The former will furnish thru original and secondary sources the aims, character, and early work and organization of the first institutes, and their gradual evolution to the present status. The latter method attempts thru the judgment and experience of teachers, supervising principals, county and district superintendents, and state departments of public instruction, to determine the present status of institutes as to their aims, organizations, preferences, values, programs, etc. Replies have been received to questionnaires devised for each group from nearly 3000 teachers in 12 counties and four districts; 66 county superintendents in the state, 283 district superintendents and supervising principals; from 46 out of 48 State Departments of Public Instruction; and from many prominent educators in many states.

The results of the replies to these questionnaires²⁵ are used primarily to justify or reject certain conclusions. These reactions from

²⁵ Questionnaires are given in the Appendix, q. v.

all these factors are interpreted thruout the chapters and shed an important light on certain phases of the problem.

A very important part of this study is the analysis of the programs and the personnel of the county institutes in Pennsylvania for 1919 and 1920. This is an attempt to determine the content of the instruction given, the personnel of the instructors, in the light of the present needs and tendencies in the training of teachers in service, and in consideration of what the present demands. It is upon this phase of the investigation that the achievement of the aims of the institute depends. The discussion of costs will also play an important part in the investigation.

The concluding chapter summarizes the results of the study and will sum up not only the main findings, but will endeavor to formulate a constructive policy in the matter of Teachers' Institutes in Pennsylvania.

CHAPTER I

HISTORICAL ORIGINS TEACHERS' INSTITUTES

Part of Larger Movement

Historically, the growth and development of Teachers' Institutes in the U. S., and particularly in Pennsylvania, constitute an important link in the progressive evolution of the public school system. The retrospect in this chapter is necessarily brief, but it is essential for a proper understanding of the real mission and function of Institutes in the past, and the possible policy to be adopted regarding them. Teachers' Institutes are intimately connected with the struggle in the U. S. for establishing the public schools on an adequate basis thru improvement of the training of teachers by the founding of Normal Schools, the creation of the County Superintendency, and, therefore, supervision and the molding of a healthy sentiment for free schools. It must not be forgotten that the Institute was a step in this upward movement. Ruediger¹ has well pointed out that, "this beginning of institutes and the displacement of teachers' conventions by them are of interest in this connection because these data seem to give us the key to the ultimate outcome of institutes. To rail against institutes in a general way does little good. What is needed is an adequate conception of their origin, and with this information at hand it may be possible to infer something in regard to their destiny." Hence, the purpose of this chapter is not to delve deeply into the origin of institutes, but to give that historical background which will throw light on our own problems, and especially on the aims, purposes, and functions of teachers' institutes.

It cannot be said with any degree of certainty when institutes first came into existence. This is in a large measure due to a confusion in the use of terms, as will be shown later. Ruediger² and Smart,³ seem to agree that the first teachers' institutes held in America was October 1839, when Henry Barnard, Secretary of the State Board of Education of Connecticut, "assembled twenty-six young men to-

¹ Ruediger, Op. Cit. p. 32.

² Ruediger, Op. Cit., p. 10.

³ Smart, Op. Cit., p. 35.

gether and formed them into a class. They were taught for six weeks by able lecturers and teachers and had the advantage of observation in the public schools of Hartford.⁴ Continuing, this same source says: "In 1846 a convention of teachers was held, at which more than two hundred and fifty assembled. The exercise consisted of instruction and continued through five days." It will be noticed that the term, "institute" is not used in this report. Furthermore, it should be noted that the term "convention" is used, and that the meeting of 1839 continued six weeks, whereas the "convention" of 1846 only 2 weeks.

Horace Mann in his report for 1844-45 says:

They (institutes) originated in the State of New York in 1843, and they have so commended themselves to the friends of education that they have been held during the current season in more than half the counties of New York, and in the States of Ohio, Pennsylvania, New Hampshire, Rhode Island, and Massachusetts.

Mann thus gives the claim for the first teachers' institute to be held under that name to New York. Confirming this claim is this extract from an official volume issued by the Education Department of the State of New York:⁵

The first teachers' institute ever held in this State (New York), and probably the first ever held in this country, was organized at Ithaca on the 4th of April, 1843. . . . The Ithaca institute was held by County Superintendent J. S. Denman of Tompkins County, and was in session for two weeks. Supt. Denman was the *originator of the system* to give instruction to teachers under the plan of *teacher's institutes*, which has become quite general throughout the country.

Development of Institutes from Teachers' Associations

There is little doubt that the first school for teachers or "institutes" as State Supt. of Conn. in his report of 1848 called them, had their first practical origin in the State of Conn. in 1839, originated by Henry Barnard, and that a meeting of this kind first called "institute" was held by Supt. Denman in New York in 1843. The one important link that seems to be overlooked, however, is the incontrovertible fact, already alluded to by Ruediger,⁶ that "institutes," whether under that name or any other name, were the logical development from teachers' conventions or associations, held first among

⁴ "Agencies Employed in Training Teachers," p. 285. Document issued by State Department of Public Instruction, Albany, N. Y.

⁵ Ruediger, Op. Cit.

⁶ Miller, Monograph "History of Educational Legislation in Ohio," pp. 106, 107, 108.

private school teachers for social or convivial purposes, and then gradually assuming the character of voluntary local organizations whose purpose was the molding of public sentiment and the welfare of teachers. This fact has been very clearly established by a recent "History of Educational Legislation in Ohio from 1803 to 1850."⁷ In a chapter in this history on "The Training of Teachers" we find this statement:

It was through the activity of voluntary associations of teachers and friends of education that the first efforts were made to raise the standard of the teaching profession. As early as 1829 such an association had been meeting regularly in Cincinnati for the discussion of educational problems, and at a general convention to which friends of education throughout the Mississippi Valley were invited an association was formed called the Western College of Teachers. . . .

Continuing this same chapter says that in 1834—five years before the first institute in Connecticut, and nine before the one held in New York State—"an act was passed to incorporate '*The Teachers' Institute.*'" The preamble and first section are of interest and show an advanced educational sentiment on the part of the incorporators and a definite attempt to meet the *needs for better trained teachers*, and illustrate the general legislative willingness to legalize educational effort through incorporation." This act provided "that there shall be established and instituted—a college for the instruction of candidates for professional school teachers, and for the purpose of qualifying such teachers in the best manner to instruct and govern schools, etc." This plan of the Ohio pioneers anticipated that of Carter in Mass. by five years, tho their plan did not materialize. It was worthy of note, however, that the so-called "teachers associations" had gradually developed into "Teachers' Institutes," and that these "Institutes" were legally transformed into a "college of teachers." The cycle seems to be complete—meetings of teachers, associations, institutes, college or normal school for teacher training. True, the "college for the instruction of candidates for professional school teachers" did not go beyond the stage of incorporation, but the vision and controlling motive were already there. The close relation between institutes and teachers associations is further illustrated by the fact that even Henry Barnard speaks of the institute as a convention: "During the year, nine *Institutes or Conventions* of Teachers have been held in different parts of the State (Conn.), etc." 1. In fact, the very name—"teachers' institute" seems to

⁷ Ruediger, Op. Cit. p. 91.

have been adopted from the name of "The American Institute of Instruction," organized as a voluntary teachers' association, in 1830 at Boston, an association which still exists and which meets annually. In considering the origin of the institute in Penna., it can be shown very clearly that teachers' associations grew into institutes, and that in turn institutes took over most of the ordinary functions of the parent organizations, in addition to the attempts to train teachers professionally. To quote Ruediger:⁸

"When teachers Institutes arose in the nineteenth century they displaced many township and county teachers' associations. This was regretted by Horace Mann, but he thought that the loss would be more than counterbalanced by the greater professional merits of the institute. If, however, the institute failed to provide for the spontaneous associations of teachers, one would expect that in the natural course of events these voluntary conventions would again rise."

It is of considerable import, also, to note that the act which legalized teachers' institutes in Mass. in 1846 and provided for aid, also legalized County Teachers' Associations as is evidenced by this quotation:⁹

Whenever any county association of teachers, and others, shall hold semi-annual meetings of not less than two days each, for the express purpose of promoting the interests of common schools, such associations are entitled to receive fifty dollars a year from the state.

As far as any authentic record goes, this is the first instance where such an association has been legalized. Under this act, the first association organized was that of Essex County, 1830. Its purpose was declared to be "the improvement of teachers and the system of education generally."

It is not an important part of this investigation to trace any more intimately the relation between the early teachers' meetings or associations and the institutes, although it appears that in Pennsylvania this relationship was closer. Wickersham¹⁰ has traced this relationship rather minutely from 1814 when "there was an organization in Philadelphia entitled 'a Society for the promotion of a rational System of Education,'" 1817 when "James Edward presided over 'The Philadelphia and Pennsylvania Association of Teachers of the Lancasterian System of Education.'" In 1835 two associations were formed in Philadelphia—"a Philadelphia Lyceum of Teachers"

⁸ Mann "Tenth Annual Report" as quoted by Barnard in "Normal Schools, etc.," p. 190.

⁹ Wickersham, J. P., "History of Education in Pa.," ch. XXVIII.

¹⁰ Wickersham, Op. Cit. Ch. XXVIII.

and the "American Association for the Supply of Teachers." In 1850 there was organized "The Philadelphia Association of Principals of Public Schools," which in 1867 was incorporated by the Legislature as "The Teachers' Institute of Philadelphia," whose object was "the improvement of the teachers of the public schools of the city and the county of Philadelphia, by means of lectures, essays and discussions upon educational topics, practical illustrations of modes of teaching, the formation of a teachers' library, etc." In the Report of the State Superintendent of Public Instruction for the year 1877 are found numerous accounts of early teachers' meetings and associations held as far back as 1827 and 1829 in Lehigh County where "The Schoolmasters' Synod" held regularly advertised meetings. From 1848 until 1852 when the State Teachers' Association was formed many local and county associations were created. Some of these developed into the first institutes held in the state, viz., the one held at Columbus, Warren County, 1848, and Lawrence County, 1851. The first teachers' institute held in Eastern Pennsylvania grew immediately out of the Lancaster County Educational Association. Indeed, this gradual transition and coalescence of early teachers' associations led Wickersham to say:¹¹

"A Teachers' Institute has characteristics so well defined that no one has had any difficulty in calling a body of teachers organized in this form by the wrong name. This was not the case when the institute was first introduced into Pennsylvania. Bodies of teachers alike in all respects were then known indiscriminately as *associations, conventions, or institutes*; and it is, therefore, quite impossible to point with certainty to the place where the first institute proper was held. But we can trace out the beginnings of institutes as we have traced out the beginnings of associations, both being *parts of the same movement*."

This *movement*, of course, was the professional preparation of teachers and the rise of the teaching profession thru the founding of Normal Schools, not before 1859 in Pennsylvania tho established in Mass. in 1838 and in eight other states previous to Pennsylvania.¹² In view of this close interrelationship and influence of Teachers' Institutes and Teachers' Associations on the growth of teacher training, it is rather strange that these organizations have not received their proper emphasis in such a comprehensive study as the one recently conducted by the "The Carnegie Foundation."¹³ To understand the past and

¹¹ Bagley, et al. "Professional Preparation of Teachers, etc." Bull. 14, Carnegie Foundation, p. 418.

¹² Bagley, et al. Op. Cit. Ch. III.

¹³ Mann, "Seventh Annual Report, Mass. Bd. of Ed."

present function of Teachers' Institutes it is necessary to bear this genesis in mind.

Early Purpose and Their Rapid Spread

It is immaterial whether Teachers' Institutes had their first real origin in Connecticut in 1839 or in New York in 1843. They did spread rapidly after 1843 in contiguous states. We find Horace Mann pleading for this form of teachers' meetings and in 1844 four institutes in Mass. lasted two weeks and the attendance was restricted to one hundred teachers—fifty male and fifty female. The success of three institutes led Mann¹⁴ to urge the legislature to appropriate money for their support, after he had paid the deficit of the first institutes out of his own pocket. Massachusetts was the first state to make such an appropriation in 1846, New York following in 1847, and Pennsylvania in 1855. In connection with this aid it is interesting to note that the expenses of each institute were limited to \$200 each, the amount that has been the limit of county assistance to institutes in Pennsylvania since such aid was given.

Priority of origin is of less import than a realization of the conditions which made necessary the establishment of Teachers' Institutes. The purpose in organizing them, however, seems to be quite clear. Their origin was due largely to the emergency in education that existed soon after establishing the public or common school system. This emergency was, as it is now, the scarcity of well trained and competent teachers, and, of course, the facilities to train them. This lack of preparation and scarcity of teachers can be no better illustrated than by the "Memorial of the American Institute of Instruction to the Legislature of Massachusetts on Normal Schools," 1837, extracts of which are herewith given.¹⁵

"That there is, throughout the Commonwealth, a great want of well-qualified teachers:

"That this is felt in all the schools of all classes, but especially in the most important and numerous class, the district schools (rural):

"That whenever, in any town, exertion has been made to improve these schools, it has been met and baffled by the want of good teachers; that they have been sought for in vain; the highest salaries have been offered, to no purpose; that they are not to be found in sufficient numbers to supply the demand:

"That their place is supplied by persons exceedingly incompetent, in many respects; by young men, in the course of their studies, teaching from necessity, and

¹⁴ Barnard—Normal Schools and other Agencies, p. 85.

¹⁵ Barnard, Normal Schools and other Agencies, p. 95.

often with a strong dislike for the pursuit; by mechanics and others wanting present employment; and by persons, who having failed in other callings, take to teaching as a last resort, with no qualifications for it, and no desire of continuing it longer than they are obliged by absolute necessity. . . .

" . . . We do not state the fact too strongly when we say that the time, capacities, and opportunities of thousands of the children are now sacrificed, winter after winter, to the preparation of teachers, who, after this enormous sacrifice, are notwithstanding, often very wretchedly prepared."

Dr. Channing in advocating the establishment of an institution for the training of teachers on Feb. 28, 1837, at Boston thus expressed himself:¹⁶

We need an institution for the formation of better teachers; and until this step is taken, we can make no important progress. The *most crying want* in this Commonwealth is the *want* of accomplished teachers. We boast of our schools, but our schools do comparatively little for want of educated instructors. . . .

This situation was further intensified by the extreme apathy on the part of the public towards the common schools which were for many years after their establishment viewed as charitable institutions. It was this apathy that brought to the front men like Horace Mann and Henry Barnard, the apostles of an enlightened public opinion in that period of American Education known as "the common school revival" from 1830 to 1840.¹⁷ It was in this period that "the teachers' institute which is an original American institution for training teachers, has grown up side by side with the normal school."¹⁸ The development of the two seems to be parallel. The need for capable teachers brought insistent demands from men like James G. Carter, the "father of Normal Schools" in America, responsible for the passage of the Normal School Act in Massachusetts in 1838; Charles Brooks, who visited the Prussian Normal Schools in 1834, and disseminated the ideas he had gained; Henry Barnard, the distinguished pioneer in educational journalism; and, "especially Horace Mann, who, as Secretary of the State Board of Education in Massachusetts, did more than any one other to develop the Normal School idea and to make it effective." It was in the storm and stress of this "educational decadence,"¹⁹ that teachers' institutes had their origin. As a result of his failure to persuade the Connecticut Legislature to provide a

¹⁶ Graves, "History of Education," Vol. 3, ch. 6.

¹⁷ Hinsdale, "Training of Teachers," in Butler's "Education in U. S.," p. 382.

¹⁸ Graves, Op. Cit. Ch. 6, p. 165.

¹⁹ Cubberley, "History of Education," p. 691.

Normal School in 1838, he inaugurated a year later (1839) the system of teachers' institutes as already mentioned. It was not until 1849 that the first Normal School was established in Conn. These early institutes as inaugurated by Barnard continued from four to six weeks and were virtually summer schools. The first Model School in this country was established in 1849 (Monroe Cyclopaedia of Education), but we are told by Cubberley²⁰ that "for his teachers' institutes Barnard devised a travelling model school, to give demonstration lessons in the art of teaching." Thus the purpose of this pioneer institute in the words of Dr. Barnard was "to show the practicability of making some provision for the better qualification of common school teachers, by giving them the opportunity to revise and extend their knowledge of the studies usually pursued in the *District Schools*, and of the best method of school arrangements, instruction, and government, under the recitations and lectures of experienced and well known teachers and educators."²¹ In Barnard's "Draft of a School Law" submitted to the Legislature of Rhode Island in May 1844, advocating Teachers' Institutes," he defined and explained Teachers' Institutes" in essentially the same language:²²

By a Teachers' Institute is meant all which is generally understood by a Teachers' Association and something more. It is an organization of the teachers of a town, county, or state for improvement in their profession, by meeting for a longer or shorter time for a thorough *review* of the studies of the public schools, under teachers of acknowledged reputation, as well as for lectures, discussions, and essays on various methods of school discipline and instruction. . . .

The subjects that were taught in the first institute (1839) are as follows:²³

Grammar, Mental and Practical Arithmetic, with explanation of "difficult points in Fractions, Roots, &c"; "different points of Higher Mathematics so far as they were ever taught in district schools, or would help to explain elementary Arithmetic"; lessons in Reading; English Composition; lectures on school government; first principles of Mathematical and Astronomical Geography, the use of Globes, &c. Mr. Barnard delivered several lectures explanatory of the relations of the teacher to the school system, to parents, and to pupils"; also on the laws of health to be practically observed by pupils and teachers in the school room; on the best methods of conducting Teachers' Associations, and of interesting parents." He also pointed out the immediate, extensive, and practical results of gathering the young and less experienced teachers of a county for a brief but systematic review of the whole subject. . . .

²⁰ Barnard, "American Journal of Education," Vol. 15, p. 387-389.

²¹ Barnard, "American Journal of Education," Vol. 15, p. 407.

²² Barnard, "American Journal of Education," Vol. 15.

²³ Barnard, "American Journal of Education," Vol. 15.

These gatherings were shown to be highly useful in reference to the local improvement of schools, where they should be held.

In 1845, six years after the first institute in Connecticut, Barnard replied to a letter received from James M. Bunce, touching on the subject of institutes. Parts of the letter are indicative of a second great purpose Barnard had in organizing institutes—that of creating strong public sentiment:²⁴

My advice is to bring up these subjects, including the right and duty of taxation for school purposes,—in a series of evening meetings, held as a part of Teachers' Institutes, substantially like those established at Hartford in 1839. The leading features should be the same but I would advise sessions of not more than a week,—no longer than you can keep up the enthusiastic interest and attention of the members, who should be *distributed thru the families*. This is an essential feature of my ideal of a Teachers' Institute, held in reference not only to the professional training of teachers, but to the development of *parental interest* and appreciation of their work, as well as to local school improvement. If I am correct in this observation, you had better discuss the establishment of a City High School, when the public mind is warmed by the protracted discussions and addresses of arousing teachers' institutes. . . . And in due time, longer or shorter, in proportion to the number of meetings of the right kind you hold in the places which need the quickening influence of discussion and light, a revolution will be achieved in the school habits and the school laws of Conn.

Aside from the real need to train teachers and to improve them in the service, it is very clear that Barnard regarded the teachers' institute as a powerful influence in affecting and molding public sentiment. This is seen in all his reports of institutes, but in no clearer way than in the essay written by Dr. Porter at the request of Mr. Barnard, 1846, extracts of which follow:

Teachers' Institutes may be held thruout the state, and that also, without delay. These are conventions for mutual improvement and *excitement*. . . . Here raw and timid teachers are initiated into their new business; older teachers receive valuable suggestions and—apply them. An enthusiasm in their business is excited. They are impressed with right views of the dignity and solemnity of their employment. . . . These institutes differ from ordinary conventions, in that they furnish definite business, and are spent in gaining real knowledge. They are not wasted in *idle harangues and fine speeches*. . . . Let these Institutes be held in Connecticut without delay,—and it will do much to kindle zeal and create hope for our common schools. . . . Let it be tried and it will not be many years before the inquiry will be raised, whether an education for their (teachers') is not required, and whether schools for this specific purpose are not demanded.

This was the famous "prize essay," whose ideas were incorporated in Barnard's Report for 1846, urging the establishment of teachers'

²⁴ Barnard, "American Journal of Education," Vol. 15, pp. 392-394.

institutes next to that of Normal Schools. It is clear in this essay that in addition to the use of institutes for the training of teachers and arousing of public sentiment, was the development of professional spirit or zeal.

Character of Early Institutes

Because of the historical bearing on the function of institutes, excerpts from "The Institute Circular Letter" sent out by Barnard as Commissioner of Public Schools of Rhode Island on the aim, method, and spirit of the Institutes will be apropos:²⁵

Exercises of the Institute will embrace:

1. A review of the studies usually taught in the public schools of this state with the exemplifications of the best method of instruction in each branch, and with special attention to difficulties as any member of the Institute may have encountered teaching the same;
2. Familiar lectures and discussions among members in the organizations of schools, the classification of pupils, and the theory and practice of teaching;
3. Public lectures and discussions in the evening, on topics calculated to interest parents and the community generally, in the subject of education, and the organization, administration, and improvement of public schools.

The following are some of the details of organization, of peculiar interest to those who desire short institute sessions:

Sessions started at 8:45 and continued until 12 o'clock, and from 1:30 to 5:00, with five or ten minutes intermission at the end of each hour. Institute lasted during the week.

Following are some of the topics discussed:

The length and frequency of recess in the daily sessions of school;
Neatness in and about the school room;
Punctuality and regularity in attendance;
Management of bad boys in school;
Oral instruction;
Cheerfulness in school rooms, discipline, etc.

The community interest is well illustrated by the fact that the place of meeting was crowded every evening by the citizens of the place and neighborhood, and that at the close of the meeting on Friday night, a resolution like the following was unanimously passed:

Resolved, That this community have felt a deep interest in the exercises of the Teachers' Institute held among us . . . and we regard it a special favor that the teachers resorted to this place, etc. . . .

²⁵ Barnard, "American Journal of Education," Vol. 15.

We can see that the topics discussed were strictly pedagogical and practical; the community spirit high. Mr. Barnard himself is witness to the transformation wrought by the institute in Rhode Island when he tells us that they "wrought a revolution in the ideals and habits of the people of Rhode Island."

Before considering more concretely the early beginnings of Teachers' Institutes in Pennsylvania, a few extracts from the reports of the early institutes in two or three other states, will aid our interpretation of the early institutes, particularly in the states of New York and Ohio in both of which states the institutes appeared to make earlier headway. From the report²⁶ of Supt. Denman, accredited with having held the first Teachers' Institute in the U. S. we learn that at this first institute, 1843,

Twenty-eight teachers were in attendance, and received daily instruction for a term of two weeks, in the best modes of governing and teaching the various common branches which necessarily included a critical review of those branches and were instructed in the analysis of the English language, vocal music, and other branches not hitherto usually taught in the common schools. . . . Having previously visited the schools of those present at the institute, it gives me great pleasure to be able to state that their schools during the past summer have been conducted from 50 to 100% better than formerly.

From the Report²⁶ of 1845 we get the first danger signal:

Mr. Page, Principal of a State Normal School and who had addressed 11 institutes attended by over 1000 teachers said:

. . . They are exposed to dangers. . . . One of the threatening dangers is that these institutes may with their sessions of ten days in a year become substitutes for more thorough training. . . .

Mr. Page also commended the institutes as:

Valuable instrumentalities in elevating the profession of the teacher.

From the Report of Supt. Galloway, Ohio, Jan. 14, 1847 we get this comment:²⁶

. . . There is no plan so well calculated to produce a reform in the character of teachers, as these recent, but rapidly extending associations designated as "Teachers' Institutes." The prominent object of this institution is to prepare teachers for a full and successful discharge of their duties. At these meetings which are usually held semi-annually, and for a period of *two to three* weeks, the teachers form themselves into a school, etc. . . . *Another object* contemplated by these "institutes" is to *enlighten public sentiment*. To secure this, our public evening sessions are held, at which the *nature and importance of education*, and the *duties, obligations, and responsibilities of all*

²⁶ Barnard, "American Journal of Education," Vol. 15.

classes . . . are prominently presented and pressed upon *public attention*. (Italics are writer's.)

Origins in Pennsylvania

The rise of Teachers' Institutes in Pennsylvania is attributable to three causes, all of which are steps in the evolution of the free public schools. The first of these causes, as in the New England States, was the wretched academic and professional status of teachers about 1850; the second, and probably just as important and powerful, was the creation of a sentiment which would compel the legislature to act; and in the third place, we have the institute in the hands of the county superintendent as an administrative device for exercising his power or leadership. It is very doubtful, as will be revealed by our sources, whether any of these causes was of any but a temporary character. The County Institute was designed as a temporary expedient—a link in tiding over the great teacher emergency of the fifties and sixties until Normal Schools could be established. We shall gradually trace this historic conception of teachers' institutes in Pennsylvania.

It is, of course, impossible to separate these three causes and many minor ones. They are all interrelated and all operated in bringing about the introduction of the institute system into the State. It cannot be said with certainty whether the need for adequately prepared teachers was the prime factor, or whether it was the creation of public sentiment thru these organizations that seem to have grown out of the many local and county associations in Pennsylvania. On account of the many teachers' associations in Pennsylvania prior to 1850, it is almost impossible to determine where the first real teachers' institute was held. Wickersham, seems to think that the "first well defined Teachers' Institute of which we can find any record was held at Columbus, Warren County, in 1848. It continued in session at least *two weeks*."²⁷ While this institute met in 1848, Crawford County claims the first institute, tho it was held in 1850.²⁸ Dr. John Barker, a former President of Allegheny College, has thrown some interesting light on this Crawford County Institute. To quote in part;

The past history of the Crawford County teachers' institute is one on which every friend of popular education, indeed of every friend of humanity, and of his race,

²⁷ Wickersham, Op. Cit. p. 651.

²⁸ Pa. State Report, 1877, p. 201.

must dwell with unalloyed pleasure. . . . Thus far harmony, energy, has marked the deliberations of this body; progress has been its watchword, and under its auspices, a vast amount of information has been diffused thru the community at large in regard to the *proper province of public schools*.²⁹

It is evident that in this opinion, the diffusion of information and the influence on the community were features.

It remained for Dr. Thomas H. Burrowes, of Lancaster, later State Superintendent of Public Instruction, to state rather clearly the controlling aim of the Institutes as he saw it in 1852. At the opening of the Conemaugh Institute in Indiana County, Dr. Burrowes spoke in part as follows:³⁰

The Common School system, though it has done much, has advanced but little as a practical means of teaching. And why has it not advanced? Because we have all been laboring under a mistake. We have all been calling upon Hercules to help us, but we have not been putting our shoulders to the wheel. We have been asking the Legislature to take action for the cause of education, but, mark these words, "we have neglected to take *measures for forming that public opinion which makes the legislature act. The move must take place with you the teachers, and us the people.*" Note further these words: "*We must organize teachers' institutes and form other associations for elevating the standard of education.*" (Italics are the writer's.)

There can be no mistake in what Burrowes regarded as the moving spirit in the establishment of Institutes. It was a form of *publicity* and *propaganda* to influence the Legislature.

In a circular letter on Teachers' Institutes³¹ sent out on Feb. 16, 1853 by J. M. Barnett, a member of the Executive Committee State Teachers' Association just organized the year before, is found a most illuminating explanation of the function and purpose of the early teachers' institutes:

. . . My object first is to obtain definite and reliable information in regard to the condition of the schools of your county, the kind of teachers employed, and the degree of interest manifested by the parents in the cause. . . .

I presume that teachers as a class are but poorly qualified and the people manifest but little interest in the education of their children. If this be the case, what measure are you taking to remedy these evils? . . . Allow me to suggest *institutes*. The executive committee of the State Teachers' Association . . . were instructed to devise and carry into effect as far as possible measures for holding a Teachers' Institute in every county of the state. The reasons urged were that *institutes are the best available means for mutual improvement among teachers, for elevating the teachers' profession and*

²⁹ Pa. State Report, 1877, p. 202.

³⁰ Pa. Journal of Ed. Vol. 1, p. 234 (1852).

³¹ Barnett, Penna. School Journal, Vol. 1, 1853, p. 437, 438.

the character of our common schools to what they should be—and for awakening a deep and abiding interest among the people in the great cause of education. I will add only one other consideration in their favor. It is universally admitted that Pennsylvania should have schools for the special purpose of training her teachers professionally. The institute furnishes the surest means to secure their establishment. (Italics are writer's.)

This Institute Circular is quoted so fully, with important parts capitalized by the writer, because it summarizes all the important factors in the development of the institute—preparation of teachers, professional zeal, improving the schools, creating sentiment, and establishing Normal Schools. A few months later, William Travis³² Chairman of the Executive Committee of the same association, issued another stirring appeal along the same lines. Under the “nature and advantages of Teachers’ Institutes” were mentioned:

1. Associations of Teachers for mutual improvement in the art of teaching;
2. Teachers are brought together as friends and co-workers;
3. They lead to the establishment of the profession of teaching;
4. Opportunities given for *instructing the people in the important duties they are called upon to discharge.*

It is also worth while to quote from an editorial³³ written in Nov. 1852 by Thomas Burrowes who had just attended the Conemaugh Institute, Indiana County:

But when this number of young, ardent, intelligent teachers were seen, day after day, during the time just named, submitting themselves to instruction with all the simplicity of little children, yet all the noble ardor of devotees to science, the spectacle assumed a degree of moral beauty not often witnessed, and presented to the reflecting mind the Teachers’ Institute in its true light. It is, in fact, the *very agency fitted to the educational wants of Pennsylvania in the present emergency.* Among its advantages may be named: The association of the teachers in the same county with each other; the professional character; the acquisition of knowledge in the art of teaching; the acquisition of knowledge in the science taught in the schools; and the power of mental analysis.

This extract of an early editorial on institutes by one of Pennsylvania’s educational statesmen epitomizes the various objects for which institutes existed in the fifties—the solving of the dilemma of untrained teachers, both academically and professionally. At the same time, strange as it may seem, Mr. Burrowes pointed out two possible evils of institutes—(1) “perversion from their original objects by book agents,” and (2) “new and doubtful theory in education may be propagated!”

³² Travis, Penna. School Journal, Vol. 1, 1853.

³³ Burrowes, Penna. School Journal, Vol. 1, 1852, Nov.

To illustrate further the temporary expediency of institutes as then regarded we may quote this extract from the resolution³⁴ in organizing a Teachers' Institute in Lancaster County in 1852:

Whereas, In the absence of State Normal Schools for the preparation of Teachers for the schools of the State, experience has shown that Teachers' Institutes are the best means within our own reach for mutual improvement.

This Institute was held for one week in January, 1853. It was the direct outgrowth of an Educational Association; its main purpose or aim was the training of teachers in the absence of better facilities.

Teachers' Institutes were organized in Bucks County in 1855. This appears to be a voluntary association as may be inferred³⁵ from the Preamble to the Constitution:

To enlist the interest, secure the influence, and promote the efficient actions of the friends of education in Bucks County; in improving the standard of the Teachers' profession, and thus promoting educational advancement; we, whose names are hereunto appended, resolve ourselves into an association for said purpose and do adopt the following Constitution, etc. . . .

Here again we see that it was the creation of interest in education, just as it was in organizing the Union County Institute in 1855, where we read that "the object shall be to engage the interest, secure the influence, and promote the advancement of Education."³⁶

Examples of similar expressions from many counties could be indefinitely multiplied. There is little doubt that *propaganda* for better educational conditions and better trained teachers were the dominant notes. That there was a dire need of well trained teachers can be shown by giving a few illustrations of the utter hopelessness of the teacher training situation from 1850 to 1860. These examples are not exaggerated, but selected at random from the reports of the county superintendents from 1855 to 1860. They do, however, illustrate the serious situation out of which partly grew the necessity for teachers' institutes. The teachers themselves realized this situation, for in the Lancaster County Institute already referred to (q. v.) a resolution³⁷ was offered by J. P. Wickersham, and favorably acted upon, to the effect that the county superintendency and State Normal Schools be established. This resolution, unanimously car-

³⁴ Penna. School Journal, Vol. 1, 1852.

³⁵ Doylestown Daily Intelligencer Files, 1855.

³⁶ State Supt. Report 1877, p. 335.

³⁷ State Supt. Report, 1877, p. 335.

ried, was sent to the State Legislature. At the second meeting of this institute, November 1854, another resolution was passed as follows:³⁸

That we recommend to our worthy county superintendent the propriety of calling a county teachers' institute, to continue in session for the *term of three months*.

The teachers of 1854 evidently did not regard a summer school of 12 weeks as a hardship. This institute was actually held in the summer of 1855 as "The Lancaster County Normal Institute," at Millersville, in the buildings of the Millersville Academy. This institute later became "The Lancaster County Normal School," which in turn became the first State Normal School in Pennsylvania, with J. P. Wickersham as its principal, in 1859.³⁹

*Examples of Qualifications of Teachers—From Co. Supt.
Reports*

Allegheny County—1855³⁹

"With regard to those whom I was compelled to reject, but little need be said. Their want of qualifications can be best inferred from the following MS. Their attainments, though wonderful indeed, did not entitle them to a certificate, even of a middling grade.

"Orthography—'Watter,' 'speach,' 'bissy,' 'verry,' 'beaurrow,' 'grammer,' 'arithmatic,' 'oshun,' 'lattitude,' 'Urope,' 'Wensday,' 'comicle,' 'parshal,' 'unherd,' 'tence,' 'artiphaser,' 'propper,' etc."

"Definition of terms—Meridian? 'Half round,' 'When the sun shines fare at 1 o'clock; Grammar?—'The art of sience.' Orthography?—'Is spellin and spellin is naming the letters.' Evolution?—'A turnin round.'

"Geography—'How is Pennsylvania bounded? Ans. 'I don no how bound.'

"This is not inserted here to excite laughter—rather sympathy—but simply to exhibit the kind of teachers that have doubtless heretofore been employed. Was it any wonder that our schools were retrogressing? That parents complained and justly, too, of the little or no advancement made by their children? That directors were careless, perhaps, culpably negligent, about visiting their schools?"

Lehigh County—1855³⁹

"The strict letter of the law would have compelled me to reject a still greater number, but under the circumstances I did not consider it a policy, though the character of the certificates amounted to more than a rejection. I will mention one as an illustration: In one of the districts where the compensation for teachers is not very liberal, I was requested to examine a young man, pronounced by those who had previously employed him, and who desired again to employ him, as a very competent (!) teacher. After having spent quite a long time in endeavoring to ascertain in what branches he excelled, I gave him a temporary certificate, with every branch

³⁸ State Supt. Report, 1855.

³⁹ State Report—1867.

erased except orthography, reading, and elementary principles of arithmetic, with a written addition below of 'That which is not erased the holder is still very deficient in.' The applicant was much pleased with his certificate, and was afterwards employed to teach the best school in the district, the written addition below being taken to mean an *extra* recommendation. This, however, was the only case in which so much deficiency recieved even a scrap of paper from me." From 1856 report—"Twenty-six teachers give full satisfaction, *sixty-two* may be called medium, and employed until better ones can be secured; seventy-nine would better be dismissed from the service.

Selected Items from Report of A. G. Curtin, Supt. of Schools
1857

(Seven years after establishing of Institutes)

Experience in Teaching

Thirty-four (34) counties report the number of teachers who have taught less than one year, to be	1,793	29%
Who have taught between one and three years.....	2,035	34%
Who have taught between three and six years.....	612	10%
Who have taught between ten and twenty years.....	389	6%
Who have taught over twenty years.....	123	2%

This develops the large amount of untrained inexperience under which the profession is suffering. Out of six thousand teachers reported under this head, nearly four thousand of less experience than three years, and nearly half of the latter number less than one year; and, as there is reason to know, a large proportion of them without the special preparation for the work which is essential to success. If the public schools are not every where prosperous, is not the reason obvious; and does not the public welfare demand a timely and adequate remedy?

Educational Reading

The number of teachers in forty-one (41) counties, who have read books and periodicals on teaching, and other educational works is.....	3,256
Those who have not.....	4,180

Permanent Teachers

Thirty-two (32) counties report the number of teachers who intend to make teaching a permanent business, to be.....	2,735
Those who do not.....	3,049

Many of the former class are influenced in their determination, by the improving prospects of the public schools, but will quit the business, if *the system should receive any serious check at this stage of its development, and their hopes be thus disappointed*. If, for instance, the protection now afforded by the County Superintendency against the inroads of the *incompetent* and *unworthy*, should be removed they would feel themselves obliged to retire from the unequal and degrading competition, that would be the immediate and inevitable result.

Many of the latter class enter the school room, not from any love of the cause, or desire to excel, but merely to secure a temporary livelihood; and are employed from necessity, not choice.

In the Report of 1856 Supt. Curtin says:

The scarcity of competent teachers is the great want of our schools.

Education of Teachers

The official returns on this point are meagre; but from what has been received, and information derived from other sources, it may be safely stated that *not two per cent. of the whole number of teachers* in the State estimate, are graduates of colleges or Normal Schools. This does not include Philadelphia.

Not twenty per cent are graduates of academies or private seminaries.

About twenty-eight per cent have had the benefit of tuition for brief periods, in academies and private schools.

And about fifty per cent have received their entire educational training in the common schools of their respective neighborhoods. The general character and quality of that education may be inferred from the character of the teachers too often employed in the public schools, in the large majority of districts, prior to the act of 1854.

Vast improvement has been made, however, in the last two years, on the part of teachers, by private study, and attendance upon voluntary teachers' institutes; under the influence of County Superintendents, and the stimulus of the graded temporary certificate.

Qualifications of Teachers

The number of teachers in forty-three (43) counties, who give full satisfaction in their respective grades, is.....2,370

Those who may be called medium teachers, and may be employed till better can be procured.....3,660

The number whose services had better be dispensed with.....2,005

The integrity of this report compels the statement, that these unqualified teachers are tolerated in the schools, simply because their places *cannot*, as yet, be supplied with such as *are* competent; and to reject them, would be to close the schools entirely. But the schools are not as bad off in this respect, by one-half, as they were two years ago. In the light of this single fact, the special wants of the system and the reformation already accomplished, can be seen at a glance.

In 1867 we find Supt. Wickersham making the statement³⁸ that, "the qualifications of teachers of the state are still far below what they ought to be. This is shown by the astonishing fact that not one-half of them ever read a single book on the subject of teaching." Again in his report for 1880⁴⁰ we read that, "four-fifths of all our teachers to-day have made little special preparation for their work." It was also in this report that Supt. Wickersham visioned the real problems of the improvement of teachers in service when he recommended "closer supervision" and that "to bring this about school districts might be given power to combine for the purposes of supervision."

⁴⁰ State Report—1880.

In contrast to this dark situation, a ray of light appears when we examine a few hopeful reports of what was being accomplished thru the newly organized institutes. Such examples as the following are typical of what was being expected from institutes:

In the absence of Normal Schools, I know of no plan better calculated to improve teachers, and enlist parents and directors in the great Cause.⁴¹

The Institute has done a great work for our teachers, and schools, and especially in molding public sentiment.⁴²

State Supt. Higbee.⁴³

The County Institutes are growing in power from year to year. No factor is more important or serviceable in the way of awakening and deepening interests in educational affairs.

No historical resumé of teachers' institutes in Pennsylvania would be adequate, nor sufficiently helpful in the present institute problem, without examining the expressions of Andrew G. Curtin, who before his governorship, held the dual office of Secretary of the Commonwealth and State Superintendent of Public Instruction. Mr. Curtin has in his reports as superintendent given a clear and specific analysis of the needs of education in his day and of the purpose and function of the institute in those critical days for the common schools. Supt. Curtin always advocated the improvement of the schools of the state by the establishing of State Normal Schools and of the County Superintendency. These two agencies were always tied up with the institutes. He clearly saw that underneath all movements for educational progress was public opinion and interest.

The teachers' institutes now established have contributed much to the improvement of teachers, and in *elevating public opinion* in educational interests.⁴⁴

Continuing in this same report he said:

It is due to the community that all prudent measures should be adopted to *inform and satisfy this growing public sentiment*, as well as directly build up the schools. Associated effort is of the first importance to the success of all educational movements. . . . *The county institute is undeniably the most available present means for the accomplishment of this purpose; and a vast deal of good has resulted from voluntary efforts in this direction during the past year.*

When a little later on in this same report Mr. Curtin advocated that institutes should be under "the fostering care" of the public treasury,

⁴¹ State Report—1885, Beaver County Supt.

⁴² State Report—1877, Lehigh County Supt. for 1858.

⁴³ Report—1882—P. XIII.

⁴⁴ State Supt. Report, 1855.

he called them "provisional Normal Schools," he recognized their work and their temporary character.

Of considerable interest is this extract from Mr. Curtin's report in 1857:⁴⁵

It is not supposed that the actual amount of professional scientific knowledge carried away from the institutes by each member is of itself very great, or that it forms the chief feature of its usefulness. This is but a secondary consideration.

Another, and by no means the least beneficial effect of the institute, is the public attention it attracts to the whole educational movement: and the means for assistance and encouragement it affords to that generous portion of the community who love the schools, thus ministering to the elevation of the system in its most material points.

In this same report in connection with institutes, Mr. Curtin stresses that "the institute attaches the teacher to his profession, by fostering that *esprit de corps* so necessary in every pursuit." It is, therefore, not a difficult matter to infer that in Supt. Curtin's judgment the actual training of teachers through the institute was a secondary matter to that public revival so necessary at the time in order to drag the schools out of the slough of despond into which they had fallen. It is of peculiar coincidence that at least in another state about this same time the State Superintendent was advocating institutes on this same ground. Supt. Edwards of Illinois said:⁴⁶

Teachers' Institutes are becoming one of the most important means of advancing the common school interests known to the country. They *serve for the time being* nearly all the purposes of a well conducted normal school, and are equally beneficial to the teachers who attend, and to the interests of the cause of education in the locality in which they are held.

Summary of Chapter

1. Institutes were established to meet an emergency in the shortage of adequately trained teachers.

2. There is no evidence to show that they should be anything but temporary.

3. They were the means of stimulating public interest in education.

4. Their value was undoubtedly considerable not only in stressing the need of better academic and professional training, but in opening up the way for the founding of something more satisfactory for doing the work they were intended to do.

5. In many cases institutes were the outgrowth of educational associations.

⁴⁵ State Supt. Report, 1857.

⁴⁶ Report of the Supt. of Public Instruction, Illinois, Associations. 1855-56, p. 18.

CHAPTER II

AIMS

The purpose of this chapter is two fold: (1) to reveal, as well as it can be done, what may be generally regarded as the aims of teachers' institutes; (2) what *should be* the aims. The factors that will be employed in determining this are (1) County Superintendents; (2) District Superintendents; (3) Supervising Principals; (4) Opinions from various State Departments of Public Instruction; (5) Teachers themselves; and (6) Educational Authorities.

Historically,¹ we have seen that the aim or the purpose in founding County Institutes, as distinguished from District and Normal Institutes,² was at least four fold: (1) The training of the very poorly and inadequately prepared teachers; (2) A public propaganda in behalf of new school legislation, especially in Pennsylvania, where Normal Schools and the County Superintendency were early advocated through the institute; (3) Influencing public opinion through the arousal of an educational interest; and (4) the creation and development of an *esprit de corps*. The original aim was, to a large extent, the professional preparation of teachers, even though it was in a very crude way. An examination of the data furnished in Chapter I on "Historical Origins" and the Institute Manuals in many states, seems to support this aim, even within comparatively recent times. "The main purpose of all institute work is to develop teaching and training power."³ Among the six purposes mentioned in the West Virginia Manual are:

1. To afford an opportunity for teachers to secure such insight into proper methods as will make it possible for them to teach with more ease and pleasure to themselves and more fruitful results for pupils.

2. To give definite instruction in affairs of school administration, that will assist the teachers in the proper solution of any difficulties that may arise in the actual work from day to day.

¹ Chapter I—Historic Origins.

² Institute in this study refers to county institute, five days, unless otherwise specified.

³ Kentucky Manual on Institutes, 1910.

The Indiana Manual says, "Briefly, it seems that the functions of the institute are two in number—the meeting of the immediate practical needs of the teachers, and the giving of inspiration." This same state's manual also adds the following: "Academic instruction, help in school organization and in the mechanics of the recitation, promotion of sociability and good will among teachers, . . . helping in methods of teaching particular subjects, giving deeper insight into the principles of education . . . etc." Supt. Bateman, Illinois 1859-63 has summed the advantages or aims of teachers' institutes fully:⁴

Professional knowledge and insight,
 Help in specific difficulties,
 The proper discipline of schools,
 Quickening of the professional *esprit du corps*,
 Social acquaintance and friendship,
 Community benefits:

- (1) Public is aroused to the importance of education.
- (2) True educational standards are set before the public.
- (3) Mutual confidence and good understanding are established between the people and school officers and teachers.

While these are set down as benefits, they are a fair indication of the underlying aim, comprehensive, but doubtful of fulfillment as will be revealed in another chapter.

The Educational Commission of the State of Illinois, appointed in 1907, issued in Bulletin No. 5 a comprehensive report on Teachers' Institutes, exclusively. The aim of the institute as formulated by this commission of expert educators is worth quoting, even though their recommendations in the matter of Teachers' Institutes were not adopted by the Legislature:⁵

The main purpose of the institute is to stimulate the desire of teachers for professional excellence so that they will be *impelled* to increase their professional knowledge and skill in *schools primarily established for that purpose*. The chief emphasis must, therefore, be laid upon developing in the minds of those who attend the institute, true conceptions in regard to the science and art of education and the dignity and nobility of the work of the teacher; upon inciting in the teacher, and the public generally, an enthusiasm for education; upon promoting professional *esprit du corps* which will raise to the maximum the practical efficiency of the teachers of the county.

This whole aim can be summed up in one phrase—"professional zeal."

⁴ Ruediger, Op. Cit., p. 29.

⁵ Illinois School Report, 1908-10, p. 420.

It is not within the scope of this investigation to analyze or to determine the underlying legal aims of institutes as revealed by the statutes authorizing teachers institutes in the various states, even though the aims were stated. In the School Law of Pennsylvania, this aim is pretty definitely set up. Teachers' Institutes in this state were legalized by the Act of April 9, 1867. The aim as the law contemplated it is:

"The county superintendent of each county in this Commonwealth is hereby authorized and required once in each year—to call upon and invite the teachers of the common schools, and other institutions of learning in his county, to assemble together and organize themselves into a teachers' institute, to be devoted to the improvement of teachers in the science and art of education to continue in session at least five days, etc."

The school law of 1911 made no change whatever in the expression of this aim, except to add "*history of education*" to the "*science and art of education*." This aim is very broad and can include anything. One thing is certain—the act seems to indicate that the main object is "*the improvement of teachers*," in other words a very clear mandate that teachers must improve while in service. The institute was organized, therefore, not to train those who *were not* teachers, but to improve these who *were* teachers. This distinction must be borne in mind. It is fundamental, a difference between *training* and *improvement*. It is the key to any aim that may be set up for present day institutes.

It is very trite to say that the aim of education has changed with new needs and new conditions. The aim set up for education in the eighteenth century would not suffice for the twentieth. The educational aim has been evolved in a progressive way. In the evolution of our public school system in this country the various aims have changed to meet certain well known and felt needs. It is doubtful whether the aims and functions of teachers' institutes, organized for certain specific conditions and needs, eighty-two years ago, have changed materially, if very little. If Henry Barnard, Horace Mann, or Supt. A. G. Curtin were quoted, giving the aims of teachers' institutes as they understood them in their own day, there would be essentially no difference between those aims and those already quoted. In fact, all the aims quoted up to the present stage of our study can be distilled into one or two well-known and general phrases—"professional zeal," "*esprit de corps*," and "*inspiration*." We shall now compare these historic aims with those of the present time.

Aims as Reported by County Superintendents

In February 1919 a comprehensive questionnaire bearing on "The Status of County Teachers' Institutes in Pennsylvania" was submitted to all the county superintendents in Penna. (This questionnaire is reproduced in the Appendix.) Two questions, Nos. 14 and 21 had an indirect and also direct bearing on the aims and purposes of the Institute. This questionnaire was answered by 65 of the 66 county superintendents. These two questions were answered fully. The following table summarizes the results of this question:

TABLE I—WAYS IN WHICH INSTITUTES MAY HELP TEACHERS

(Aims)

Ranks or Preferences

Ways	First	Second	Third	Fourth	Fifth
a. Subject Matter.....	3	2	6	3	11
b. Methods of Teaching.....	15	15	6	6	5
c. Professional Inspiration.....	46	4	1	2	2
d. Better discipline in rural schools.....	4	5	13	7	2
e. Impetus to prof. by teachers.....	7	7	12	9	12
f. Social contacts.....	6	17	4	0	5
g. Exchange of Ideas.....	2	12	14	7	4
h. Community Uplift.....	6	7	9	5	8
i. Opportunity to meet supts. and teachers..	2	7	6	6	12
j. Discussion of immediate school problem..	4	8	8	9	4

County Superintendents in Pennsylvania according to the above responses would choose in their order the following as the chief aims of the county institute:

First—Professional Inspiration,	46 first choice
Second—Methods of Teaching,	15 first choice
Third—Impetus to Prof. Reading,	7 first choice (A poor third)

If a system of weighting⁶ to choices were adopted, allowing first choice three points, second two, third one, this order of chief aims would not be affected. When carefully analyzed, we find that 46,

⁶ This system of weighting is merely arbitrary. No defense for it is offered. It is used merely to reduce to common units. It does not in any way affect the validity of the results.

or nearly 50 per ct. of all first choices were for professional inspiration, 15, or about 16 per cent., methods, while the others were scattered mainly among items marked "e," "f," and "h."

These three main aims are well maintained in the nature of the replies to question No. 24 (q.v.), which required a specific answer as to aim. The question was "What do you regard as the aim or purpose of institutes as at present organized and conducted?" Fifty-four county superintendents answered this question. Briefly summarized, these replies are:

(First Choice)

Professional Inspiration.....	39
Methods of Instruction.....	25
Wider professional Reading.....	6
Social Contacts.....	12
Discussion immediate school Problems.....	6
Esprit de Corps.....	6
Higher ideals.....	3
New Movements in Education.....	1
Entertainment.....	1

It will be noticed that there are 97 choices. Some gave several choices. In both questions—14 and 24—there is an agreement as to what the county superintendents regard as the chief aims of the institute—*professional inspiration* and *methods of instruction*. It is a coincident, as will be noticed in Chapter IV "Analysis of Institute Programs" that the materials classified as "General" and "Specific" agree closely in per cent with these two aims as indicated by the per centum of preferences. It is rather curious that the county superintendents in ranking aims and in giving aims in the two inquiries made, hardly indicate or even intimate that some valuable aims of the Institute might be such items as "the discussion of immediate school problems," "professional solidarity," "exchanging of ideas among teachers," "social contacts," or, indeed, "new movements in education." A few typical expressions of what county superintendents regard as the "aim and purpose of the institute" are selected and given here.

AIM AND PURPOSE OF INSTITUTE

(Extracts from County Superintendents' Replies)

"They inspire the teachers and give help along practical lines."

"Methods in a measure, but inspirational never-the-less."

"To inspire; to train; to check the approach to the dead lines."

"To lead all teachers to an appreciation of the higher ideals of the teachers, information for the beginner, method for the weak, inspiration for the despondent, correction for the superficial, and justification for the earnest and faithful."

"To increase the efficiency of the teachers."

"Inspiration, morale, uplift, vision, and social contact."

"You ask so many questions that can have but answer, inspiration."

"Assistance in methods, encouragement and inspiration."

"To inspire, enthuse and awaken."

"A county convention of teachers, or school rally for the cultivation of professional consciousness, to get renewed inspiration a study of big public questions, the promotion of educational propaganda and a brief course in methods—especially in new developments in methods, the promotion of professional reading and bringing the classroom teacher into contact with agents, for educational journals, booklets and devices."

"Professional inspiration and fraternal consciousness. To create a wholesome public attitude. (Newspapers)"

"To put the public educational interests upon a sounder and better foundation and better enable them to meet the purposes for which they are established."

"Largely inspirational; some method; building higher ideals."

"They instruct, entertain, and inspire."

"Largely incentive."

"Professional inspiration, and a social uplift to some."

"To aid the State Department in advancing educational program. Bettering school conditions—broadening horizon."

"To inspire the teachers to best effort."

"To give inspiration, to give pedagogical instruction, to secure unity of purpose in the teaching corps, to exchange experiences and ideas."

"Professional inspiration, opportunity for teachers to meet in conferences to discuss school problems."

"Professional inspiration, better methods, and to be allied professionally."

"Inspiration. To me it seems to be out of the question to organize a 'university' or even a school of methods for a five day term of instruction. The County institute is a 'get together' meeting of teachers of inspiration, discussion, comparison of ideas, etc."

"Give professional inspiration. Instruct in methods and management."

"Making the county system of schools more unified."

"To give teachers a vision of their work, to offer methods of instruction, to broaden their views educationally, etc."

"Professional inspiration helps in solving practically all school problems."

District Superintendents

The same questionnaire was submitted to district superintendents and a number of supervising principals in the state. In all 103 answered the questionnaire. Questions 14 and 24 (q.v.) bearing on the aims and functions of the institute were fully answered. Table 2 gives the preferences of ways in which the institute may help teachers.

TABLE II—WAYS IN WHICH INSTITUTE MAY HELP TEACHERS

(Aims)					
District Superintendents (93)					
Supervising Principals (10)					
<i>Rank or Preference</i>					
Ways	First	Second	Third	Fourth	Fifth
a. Subject matter.....	6	10	5	4	10
b. Methods.....	21	17	11	10	5
c. Prof. Inspiration.....	35	15	6	3	9
d. Better Discipline.....	1	3	3	3	6
e. Reading.....	4	14	11	5	17
f. Social Contacts.....	6	10	10	9	6
g. Exchange Ideas.....	10	7	20	11	7
h. Community Uplift.....	2	13	8	5	4
i. Immediate Problem.....	11	4	8	13	7
j. Opportunity to meet superintendent.....	5	5	4	13	10
	101	98	86	76	81

The following table of summaries to question 14 reveals that the five chief aims of the institute in the judgment of these supervisory officials are:

- | | |
|---|-----------------|
| 1. Professional inspiration, | 35 first choice |
| 2. Methods, | 21 first choice |
| 3. Discussion of Immediate,
School Problems, | 11 first choice |
| 4. Exchange of ideas, | 10 first choice |
| 5. Social contacts, | 6 first choice |

It is evident that the county superintendents and the district superintendents agree in their selection of aims as far as the first two aims are concerned, professional inspiration, and methods. The district superintendents would add the discussion of immediate school problems as the third aim. The weighting of these rankings by the same method by which the rankings of the county superintendents was made will not change the order of preferred aims or purposes. It is clear, however, that while fifty per cent of the first choice of the county officials is professional inspiration, that of the district superintendents for the same aim is only 33 per cent. The district superintendents would allow 20 per cent of first choice to methods, against the county superintendents' 12 per cent.

The replies of the district superintendents to question 24 on aim can be determined by giving a few typical replies from the 70 given. It is manifest that some of these aims are more or less sarcastic expressions and indicate that they think there is a lack of any specific aim.

Aim and Purpose of Institute

"Entertainment rather than instruction."

"To dignify and uplift the teachers thru instruction in importance of work and philosophy of education, school work and problems with suggested solutions, to give inspiration."

"Improvement of the teacher."

"Inspiration."

"They serve chiefly as a means for the county superintendent to reach his teachers with instructions, information, etc."

"Hard to define. Presumably to improve teaching. Greatest value, the inspiration."

"I have not been able to discover the aim."

"Compliance with law. Professional inspiration and social contact."

"Entertainment for the average county institute; no real aim."

"To continue the traditions of the school system."

"Carrying out the law in one way or another. Great variety of interpretation of the law. We had 10 sessions. Some have only eight and count it ten. Of course, the supposed aim is betterment of teacher."

"Ancient custom; part of law. Some gentlemen of influence draw pay as instructors."

"Inspiration, rarely anything else."

"To serve as a camouflage; to fool the people; to aid county superintendents in gaining desired ends."

"I don't think there is any aim or purpose except a blind antiquated fulfilling of the school code."

"To instruct and to give teacher professional inspiration."

"Aid inexperienced teachers. Enthuse all teachers with greater desire for welfare of children."

"Improvement of method. Give inspiration to teachers and develop professional spirit."

"To be of inspirational and specific help to new and old teachers."

"The promotion of good will among teachers and of professional inspiration."

"Inspiration, development of professional spirit, and instruction in methods."

"Inspiration and instruction of rural, one room teachers."

"Improvement of teachers."

"To broaden the viewpoint of the teacher and enable her to realize her possibilities."

"Professional improvement; better methods, for an appreciation of higher spiritual values."

"A compliance with the Code on the part of the average teacher. A means of earning additional money of the part of the average lecturer."

"Inspiration, methods, encouragement."

"Really it would appear from most of the programs that they were being held to comply with the law. I feel that the real purpose is to improve the schools and assist teachers. The weakness of the whole system is that there is no well defined consensus of either opinion or action in the preparation of programs. Personal opinion decides."

"The aim is to bring before all teachers the new movements. The big movements and purposes of your own system."

"Teach teachers how to teach school."

"To help in removing the weak places in school work. Thru exhibitions of the best regular school work, to instruct, stimulate and inspire teachers, and at the same time to win the sympathy, appreciation, and co-operation."

"Means of hearing big men, means of getting together, practical problems worked out."

A summary of these replies show that 31 think "inspiration" is the aim; 8 "methods of teaching"; 8 "instructions in subject matter"; 3 entertainment; 3 improvement of teachers; 2 that they serve the county superintendents' purposes; 5 that the aim is traditional or meant to carry out the law; 4 say there is no aim.

Aim as Revealed by Principals, Supervising Principals

Two hundred out of 368 supervising principals and principals to whom a questionnaire (q.v. in appendix) was sent answered it. One of the questions bore indirectly on the present aim of the institute program, which should reveal the aim of the institute. The summary of the replies to question No. 2 is:

Professional spirit (first choice)	140
Understanding new movements in education	131
Methods of teaching	79
Impetus for professional reading	75

Too much stress cannot be placed on this information since the question asked for the ways in which the institute actually functioned as an agency in training teachers in service. The answers, there is reason to think, are rather father to the wish, for an analysis of the programs of this same year (see Chapter IV) does not support the above information. However, the replies do indicate that these minor supervisory official also regard "professional spirit" as a major aim of the present day institute, thus agreeing with county superintendents and the district superintendents, many of the latter also answering this same inquiry.

Aims as Revealed Through Teachers' Judgments

In the later questionnaires submitted to teachers in four third class districts and two counties and to a group of teachers at State

College in the summer session of 1921, representing nearly every county in the State, were questions on the present and ideal aims. In all 682 teachers answered the two questions bearing on the *Present* and *Ideal* aim. The question bearing on the *present aim* was as follows:

Check in blank spaces the three most valuable contributions to the teacher actually made by the institute, using numeral 1 for the most valuable contribution, 2 for the second, 3 for the third.

The summary of answers to the first, second, and third choices to this question is:

<i>First Choice—group exclusive State College</i>	
Professional inspiration	170
Methods of Teaching	64
Subject Matter	45
<i>Second Choice—group exclusive State College</i>	
Professional Inspiration	107
Methods of Teaching	98
Discussion of Immediate School Problems	79
Exchange of Ideas	67
<i>Third Choice—group exclusive State College</i>	
Discussion of Immediate School Problems	89
Exchange of Ideas among Teachers	73
Methods of Teaching	63
Social Contacts	57

It is very evident that this group of teachers places *professional inspiration* and *methods of teaching* as the dominant *present aims* of institutes, with a smattering of preferences for the discussion of immediate school problems and exchange of ideas.

The State College group (132 in all) is given separately because it was a selected group attending summer school and probably influenced by this fact. Their first choices are as follows:—Professional inspiration, 59; methods of teaching, 21; discussion of immediate school problems, 16; knowledge of subject matter, 11; exchange of ideas, 15; conference with county superintendent and social contacts, each 5.

The judgment of this small group should be of considerable value in that they were a group bent on improvement and, no doubt, appreciated the significant contribution of any agency to improve teachers. It is clear that the judgment of this selected group places "professional inspiration" by far the most dominant *present aim*, with very little assignments to methods or discussion of school problems.

Ideal Aim as Revealed Through Teachers' Judgments

Before giving the results of the answers of 2300 teachers to this same question on a questionnaire, that did not have the question—No. 12—bearing on the *ideal aim*, we shall examine the summary of the replies to this question of what the aim *should be*:

Mark 1 for what you *think should be* the most valuable feature of the institute, 2 for second, 3 for third. (q. v. appendix)

This question was answered by 450 teachers in the districts and counties as already mentioned and by 132 teachers at State College summer session, 1921. The summary is as follows:

First Choice (450) exclusive State College group

Methods of Teaching.....	193
Professional Inspiration.....	146
New Movements in Education.....	65
Subject Matter.....	29
Exchange of Ideas.....	28
Discussion Immediate School Problems.....	13
Social Contacts.....	13

Second Choice—(450) exclusive State College group

New Movements in Education.....	116
Professional Spirit.....	91
Exchange of Ideas.....	90
Methods of Teaching.....	92
Subject Matter.....	48
Discussion Immediate School Problems.....	19
Social Contacts.....	19

Third Choice—(450) exclusive State College group

New Movements in Education.....	131
Methods of Teaching.....	73
Exchange of Ideas.....	73
Professional Spirit.....	63
Subject Matter.....	60
Discussion Immediate School Problems.....	14
Social Contacts.....	38

The summary of replies of the State College group is:

	First	Second	Third	Weighted Points
Development of professional spirit.....	41	23	20	189
Methods of Teaching.....	37	25	15	176
Explanation of New Movements.....	24	39	10	160
Exchange of Ideas.....	13	16	26	97
Discussion Immediate School Problems.....	9	39	37	142
Knowledge Subject Matter.....	6	7	11	43
Social Contacts.....	2	6	10	28

Combining these two groups that had the opportunity of answering both questions, one on the present aim as revealed thru the Institute's contribution, and one on what the most valuable feature should be, we have the following result of first choices for ideal aim:

Methods of Teaching	230
Professional Inspiration	187
Explanation New Movements in Education	89

In the table given below we have combined the first choices for what may be regarded as the *present aim* and the *ideal aim*, as represented by the replies of the two groups just discussed, or 582 replies in all:

TABLE III—CONTRAST PREFERENCES FOR AIMS

Items or Aims	Present Aim First Choice	First	Ideal Aim Second	Third	Weighted Points
Professional Inspiration	229	187	114	80	869
Methods of Teaching	153	230	117	86	1010
Discussion Immediate School Problems	80	22	58	75	257
Subject Matter	56	35	55	71	286
Explanation new Movements in Education		89	155	141	718
Exchange of Ideas	45	41	106	50	434
Social Contacts	15	15	25	50	145
Conference Opportunities ⁷	14	..	..	..

In Table III no consideration is given to the second and third choices which in a strictly scientific study should be taken account of. Giving the first, second, and third choices of ideal aims a weighting of three (3) points for first choice, two (2) for second, and one (1) for third choice, the results are not materially affected so far as the order is concerned. These weighted choices are as follows and can be used as considerable assistance in arriving at a composite aim:

TABLE IV—WEIGHTED CHOICES—THREE AIMS

Aim	Present	Ideal
Professional Inspiration	831	718
Methods of Teaching	739	863
Discussion School Problems	455	
Explanation New Movements		466

⁷ Item not included in Question No. 9. We would expect very little preference of contribution under this question since only 14% of the programs were devoted to what might be called "new movements." See Chapter 12 on "The Institute Program."

Before attempting to interpret Table IV we shall give the result of the replies of 200 district superintendents, supervising principals and principals to the same inquiry as to "what should be the most valuable feature of the Institute." (Question 5 in Questionnaire "c," q.v. in Appendix.)

TABLE V—IDEAL AIM AS REVEALED BY 200 SUPERVISORY OFFICIALS

Aims	First	Second	Third	Wt. Points
Methods of Teaching.....	64	22	15	251
Development of Professional Spirit.....	63	45	26	305
Knowledge Subject Matter.....	3	5	9	28
Exchange of Ideas.....	19	44	35	161
Social Contacts among Teachers.....	3	18	18	63
Explanation New Movements in Education....	32	47	51	241
Discussion School Problems.....	19	21	34	114

TABLE VI (a)—TABLE FOR QUESTION 9.—PART I

County	(a) Knowledge of Subject Matter			(b) Methods of Teaching			(c) Prof. Inspiration			Conference with Co. Supt.		
	I	II	III	I	II	III	I	II	III	I	II	III
Berks.....	25	21	32	114	78	31	91	67	33	2	18	10
Bucks.....	21	40	35	75	114	45	50	47	22	1	5	8
Chester.....	9	6	10	54	26	24	50	27	26	1	3	6
Clearfield.....	29	11	22	74	59	27	83	49	28	6	11	14
Delaware.....	3	7	5	18	18	14	48	21	6	1	2	4
Monroe.....	9	2	19	42	29	13	50	19	13	.	2	2
Montgomery.....	61	8	22	129	74	38	158	77	48	.	.	.
Northampton.....	61	18	18	68	75	23	118	53	48	21	55	60
Northumberland.....	10	6	15	32	14	11	37	16	9	3	2	4
Perry.....	4	4	2	13	14	8	26	6	7	.	1	2
Susquehanna.....	3	1	3	10	11	12	45	7	7	1	.	3
Westmoreland.....	43	46	24	48	78	46	57	43	23	4	.	3
	278	170	207	677	590	292	813	432	270	40	107	116
Abington.....	3	5	1	15	11	10	18	17	7	.	1	1
Beaver.....	2	3	1	2	3	1	8	3	.	.	2	.
Kane.....	1	.	3	7	7	7	8	13	2	.	.	.
Lock Haven.....	.	2	5	2	4	7	16	9	2	.	.	.
	6	10	10	26	25	25	50	42	11	.	3	1
Total.....	284	180	217	703	615	317	863	474	281	40	110	117

Question No. 9—"What do you regard as the most valuable contributions to the teacher actually made by the Institute," while not bearing directly on the aim, does give some revelation of the present working aim as revealed by the actual work of the Institute as judged by teachers who attend the Institute. In all 2305 teachers answered this question. Table VI below gives the results with first, second, and third preferences.

TABLE VI—(b)—TABLE FOR QUESTION 9—PART II

County	Exchange of Ideas			Discussion of School Problems			Social Contacts for Teachers		
	I	II	III	I	II	III	I	II	III
Berks.....	18	70	60	21	65	78	9	18	76
Bucks.....	6	62	71	23	76	97	.	16	77
Chester.....	27	48	21	20	44	42	2	8	28
Clearfield.....	10	22	30	26	43	54	2	19	29
Delaware.....	8	12	15	6	20	22	5	6	21
Monroe.....	3	20	12	10	25	28	2	7	18
Montgomery.....	23	70	88	44	83	106	7	11	48
Northampton.....	17	59	67	7	13	43	1	4	6
Northumberland.....	3	28	14	12	14	12	4	4	11
Perry.....	6	16	11	6	8	9	.	6	18
Susquehanna.....	4	21	17	7	21	13	1	4	12
Westmoreland.....	10	34	38	12	44	62	1	15	56
	140	462	444	194	456	566	34	118	400
Abington.....	6	10	11	8	7	8	2	.	10
Beaver.....	3	.	5	1	8	2	1	.	4
Kane.....	2	4	11	11	3	4	.	2	1
Lock Haven.....	6	3	2	6	4	8	1	5	2
	17	17	29	26	22	23	4	7	17
Total.....	157	479	473	220	478	589	38	125	417

In order to reduce these preferences to a common basis, the Table below has been constructed, again assigning a purely arbitrary value of three (3) to first choice, two (2) to second, and one (1) to third choice. It is clear, too, that this weighting does not affect the ranking of the contributions:

TABLE VII—WEIGHTED CHOICES OF CONTRIBUTIONS OF INSTITUTE
(2305 Teachers)

Contribution	Rank	First	Second	Third	Weighted Points
Methods of Teaching.....	(2)	703	615	317	3656
Professional Inspiration.....	(1)	863	474	281	3818
Discussion Immediate School Problem.....	(3)	220	478	589	2205
Subject Matter.....	(5)	284	180	217	1429
Conference with Co. Supt.....	(7)	40	110	117	457
Exchange of Ideas.....	(4)	157	479	473	1902
Social Contact for Teachers....	(6)	38	125	417	743

Table VII is self-interpreting. Teachers in the Pennsylvania Institutes in which the inquiry was circulated, give prominence to the following "actual contributions," which may be accepted as a fair index to the controlling aim or aims: *Professional Inspiration*, 26.8 per ct.; *Methods of Teaching*, 25.7; *Discussion Immediate School Problems*, 15.5 per ct.; *Exchange of Ideas*, 13.3 per ct., all others, 19.7 per ct.

A Composite Aim for Institutes

Three interested factors have contributed thus far to the formulation of the aims of the institute as they *are* thru the revelation of what County and District Superintendents and Supervising Principals—368 in all from various parts of the state,—and 2437 teachers who answered the question bearing on this phase of our study, regarded as the contributions of the institute and what they regarded as the *ideal aims*. A composite aim from all these judgments will be set up statistically by giving the per centum of the dominant aims as given by each group. No justification is given for this aim and the method of arriving at it. It is simply set up as a possible assistance in arriving at aims.

The table below has been arrived at by the weighting of the first, second, and third preferences. The only value claimed for this composite aim, statistically derived, is the light it may throw in formulating aims for the institute. It is apparent from this table of aims as expressed by per cents that the three predominating aims should be *Methods of Teaching*, *Professional Inspiration*, or *Esprit de Corps*, *New Movements in Education*, and a strong tendency

TABLE VIII—DATA FOR COMPOSITE AIM IN TERMS OF A PER CENT RATIO TO ALL AIMS GIVEN BY EACH GROUP

Supt.	PRESENT AIM			IDEAL AIM		
	Co. Supt. (65)	Super. Officers (368)	Teachers (2305)	Co. Supt. (65)	Supv. Offic's (200)	Teachers (582)
Aims						
Methods of Teaching.....	16.	19.9	25.7	25.2	21.5	27.1
Professional Inspiration.....	29.	29.9	26.8	39.4	26.2	23.4
Impetus to Prof. Reading.....	9.2	13.1		6.		
Discussion School Problems.....	7.	4.	15.5	6.	9.9	6.9
Subject Matter.....	3.7	4.5	10.		2.1	7.7
Exchange of Ideas.....	8.6		13.3		13.9	11.7
Social Contacts.....	11.	5.	5.2	12.1	5.5	3.9
Community Uplift.....	8.	5.				
Discipline Rural Schools.....	7.1	1.8				
Esprit de Corps.....				6.		
New Movements in Education.....		13.8		1.	20.8	19.3
Entertainment.....				1.		
Conference with Co. Supt.....			3.3			

towards the opportunity for the *Exchange of Ideas*. County Superintendents would put "professional inspiration" first, district superintendents and supervising principals would place the same aim first, but not with such predominating emphasis, while teachers would put "methods of teaching" first. County Superintendents and other supervisory officials would put "methods of teaching" second, whereas teachers would place this aim first. Teachers and supervisory officials would stress "new movements" very much, while County Superintendents hardly mention this as an aim. The programs of the County Institute reveal very clearly that County Superintendents do not stress new movements, but rather "inspiration" and "methods."

Aims as Revealed by State Authorities in U. S.

An inquiry (See Appendix D) was also submitted to all the state superintendents in the U. S. with the view of determining the status of County Institutes in the Nation. One of the questions concerned the aim of institutes as shown by this question:

To which of the following should Institutes confine themselves:

- a.Methods of Teaching; b."Inspirational Lectures;"
- c.Discussion of immediate school problems; d.Rural Schools?

The question did not call for a ranking of these "aims," tho a few replies attempted to rank them.

In all 36 answered this particular question, the 46 replies out of 48 possible replies were received. Out of these 36 replies, 25 checked all these aims; 31 checked "methods"; 26 "inspirational lectures"; 34 "school problems"; 31 "rural schools"; 1 checked "methods" and "discussion of immediate school problems"; 1 checked "discussion of school problems," only; 3 checked "inspiration," "problems," and "methods"; 1, "inspiration" and "rural school"; 3 "methods," "problems," "rural problems," while 1 omitted "rural schools." Only six of the states that still held institutes, failed to answer the question.

Of the superintendents that attempted a ranking of these four aims, one gave 60 per ct. to "methods," 20 per ct. to rural schools, and 10 per ct. to each of the others; one assigned 25 per ct. to each; one allowed five points to "methods," 2 points to "problems," 2 points to "rural schools," and 1 point to "inspiration"; another gave first rank to "methods," second to "problems," third to "rural schools," fourth to "inspiration"; still another said that he would "rarely" assign anything to "inspirational lectures." In fact, the outstanding feature of those who ranked these four aims, was that "inspirational lectures" were always given lowest value.

More valuable than the checking of these suggestive "aims" were the aims as given by the State Superintendents themselves or members of their departments in supplementary replies. A few of these are quoted as valuable in determining possible aims for Institutes:

Alabama—"The county institute needed in this state in particular should have as their function the promotion in the several counties of the state of such educational policies agreed upon by the State Department that are of state-wide significance."

Florida—"The aim of these Institutes should be to bring about harmony and co-operation in the teaching force and inculcate spirit, solve the immediate problems of teaching, and make better teachers."

Massachusetts—"Among the chief functions of the county institute should be mentioned the training of teachers in service through inspirational addresses and discussion of the most effective methods of instruction."

Minnesota—"The present function of the institute is to inspire the teachers to take new ideals and ideas and use them in their schools. The methods or means of adapting these ideas to their local work must be exemplified and the teachers be made aware of their own ability to do and their responsibility for doing."

North Dakota—"This work is well set out by question No. 19. Each state will think of its own conditions. . . . Definite programs are worked on the things we find teachers need."

Oregon—"A representative of the state department always attends these institutes (County). Plans for the school year are given in the general assemblies and discussed in the various sections. At least one day of the institute is used in this way. Through this plan the State Superintendent, the County Supt., and the teachers keep in close touch and there is a spirit of co-operation that permeates the entire school work of the state. We usually have about one inspirational lecture each day and the balance of the time is divided between methods of teaching and the discussion of immediate school problems."

Pennsylvania (1919)—"To unify the educational work in the county; to inspire teachers to do their best work; to help young and inexperienced teachers; to find out sound educational practice, then exchange experiences."

Virginia—"Opportunity for the division superintendents to place before the teachers plans for the year. In other words, superintendent cannot well organize his schools without an institute. . . . In many cases the institute is inspirational and leads to better co-operation in school activities."

Washington—"In this state a great army of new teachers, who need the service of the institute, are entering the service. In this state it is practically the only opportunity the superintendent has to meet and direct the teachers in the county. Many counties in this state are as large as some Eastern States."

Texas—"To provide professional contacts for experienced teachers; training school for inexperienced teachers; oneness of purpose and spirit for all."

Rhode Island—"Subjects for an institute should be determined by the needs of the teachers in the community."

Illinois—"First of all the county institute should be for the purpose of outlining definitely the campaign for the work during the year. The county superintendent should meet the teachers under their supervision and present as clearly as possible the plans for the coming year. The purpose of the institute should be to inspire the teachers with the idea of the great work before them and encourage them to do their best. There should also be a clear presentation of methods of teaching the principal subjects which the teachers will have to teach. I do not regard public addresses whose chief aim is to amuse as worthwhile material in a teachers' institute."

West Virginia—"There is need for the average teacher, grade and rural, for social and professional rejuvenation. In addition, the county institute serves as a teachers' meeting for the average county and is the only such meeting during the year. This would seem important because the county superintendent should have means of laying before his teachers the plans under which they will co-operate during the year's work."

The statement of these aims can be accepted without much comment. They may be summed up, however, in a few words—laying before teachers the year's plans, familiarizing teachers with new

methods of teaching, developing professional zeal, and service as a teachers' meeting.

Aims of Institutes as Furnished by other Educators

All the factors thus far employed in contributing to the definition and determination of the *aims of institutes* have been more or less interested and probably prejudiced one way or another. To obviate this difficulty, an attempt is also made to derive the *aims* of teachers' institutes from another source. An inquiry (See Appendix, "e") was sent out in March 1922 to 28 prominent educators in this country. Twenty-four of these have given their views on teachers' institutes fully and concisely. All these educators have had a national experience with institutes; most of them have known intimately of the Pennsylvania Institutes; six of these twenty-four are in Pennsylvania, two being Normal School principals who have appeared frequently on the institute platform; one is a prominent Normal School teacher; one is a school superintendent, while the fifth was formerly Professor of Education in one of our leading universities. Nine Deans of Schools of Education, one present member, and one former member of the U. S. Bureau of Education, both of whom have taken active parts in numerous state and local surveys, one former Commissioner of Education in the U. S., three prominent Professors of Education in three of our leading Universities, one president of one of the largest Western State Universities, one publicist, and two State Commissioners of Education who had not answered the inquiry first sent to State Superintendents, have answered the last inquiry sent out. Question 5 in this inquiry concerns the aim of institutes:

What, in your opinion, should be the highest aim or function of the County Institute?

Because of the prominence of the sources, there will be given in full the replies of these persons. They are as follows:

Specialist U. S. Bureau of Education—"It seems to me that the function of the teachers' institute should be to help broaden the views of teachers not only in the field of pedagogy but all related fields. The attention of teachers should be called to the most progressive movements in education."

Former Specialist U. S. Bureau of Education—"Institute should be devoted largely to instruction by not over two instructors, with, of course, instructions from the County Superintendent relative to general questions of school administration. . . . Institute is very valuable to keep teachers interested professionally."

Professor of Education—"The Institute should have two or three rather distinguishable functions and these are so important that they can hardly be classified as higher or lower. The institute should be, to a certain extent, an inspirational force. By quite a different means it should also be a distinct training institution in certain specific matters of aim and methods. Third, it ought also to offer resources for the solution of particular problems encountered by teachers in the field. The teachers' institute must tie up with reading and other self-education to be permanently effective."

Professor of Education—"If five or more days of actual well organized conference and discussion of the professional problems can be organized, the institute would prove very much worth while."

Dean of School of Education—"I think that the only way to make these institutes productive is to connect them with some carefully prepared work that is done before and after the institute."

Dean of School of Education—"One or more county teachers' meetings for administrative purposes, with, perhaps, one inspirational address at such a meeting. The meeting to be for one day—Sat., with two sessions, if necessary."

Dean of School of Education—"To make teachers intelligent with reference to their function and to impress the responsibilities of the work of teachers upon the irresponsible individuals that are to be found among the teachers of our schools."

Dean of School of Education—"To create an interest in the modern and best things in Education with the hope that further preparation will follow."

Dean of School of Education—"To stimulate the professional growth of teachers not to furnish factual material for teachers' examinations."

Dean of School of Education—"I should say that the chief function of teachers' institute is to keep the whole corps of teachers alive and growing professionally and to set professional standards for the county or district which are considerably above the present attainments of the rank and file of teachers in those counties or districts."

President of Large Western State University—"I do not believe we can ever entirely dispense with teachers' institutes of some sort. There are too many young teachers coming into teaching annually, who need to be instructed in the ways of managing schools, and who need additional information concerning the new aspects of the technique of teaching. Many of the older teachers, too, need to attend an institute of some sort to familiarize themselves with the changing aspects of public education. I would have few general meetings of the so-called inspirational sort, and more group meetings. Teachers should be classified on the basis of experience or training, or the type of work that they are engaged in, and they should be together not to listen, but to work co-operatively the solution of some problems of common interest."

State Commissioner of Education—"They serve as a means of impressing on teachers the magnitude and the dignity of the profession with which they are connected. This is a matter of no small value especially to be getting teachers and to teachers in small schools. . . . They likewise have unquestioned value in helping teachers to become better acquainted with *technical methods of education*. This last, I assume, may be regarded as their primary object."

State Commissioner of Education—"Real instruction; never real entertainment. Instructors should be licensed; the work is more difficult than that of the ordinary teacher, and not every one should be allowed to carry it on."

Pennsylvania Normal School Principal—"1st: Professional training of teachers. 2nd: Inspiration of teachers. 3rd: Development of educational sentiment in the community."

Pennsylvania Normal School Principal—"It seems to me worth while to have teachers assemble at least once a year for several days at a time not as an institute but as an Assembly of teachers for the purpose of developing an esprit de corps, to hear members of the State Department, and to put themselves on record on educational problems locally and in the state."

Pennsylvania Normal School Instructor, Director Training School—"There is value undoubtedly in calling a group of teachers together in order to improve the esprit de corps, to map out general plans, to offer opportunities for intelligent reaction from the teachers, and to have a group check on various administrative or educational details."

Official State Educational Association—"To develop a professional attitude on the part of teachers and to enable them to comprehend the meaning of education and the significance of their work. The laws of Pennsylvania offer the county superintendent unique opportunity for professional work with teachers at the County Institute. Some utilize this opportunity up to 100%, some 0%."

Publicist and Surveyor—"Exchange of high spots; practice and proposals; personality clinics; teacher confessionals; conferences between those who know and those who want to know; itinerant teacher universities which go to the teacher on the job instead of making her leave the job and work out an artificial relation to it."

The aims as given by these authorities do not need any interpretation. The one feature common to all these proposed aims is specific organization for specific purposes. All the aims stress the ideal of professional improvement of teachers in service, the elimination of the so-called "inspirational address" by old time institute lecturers, and doubt is expressed as to the need of a five day Institute to carry out any of the aims set up. The aims as set up by these experts must be set up side with those set up by county superintendents, district superintendents, supervising principals, teachers, state superintendents or their representatives. In the concluding chapter of this investigation, these various aims will be utilized in evolving suggestions and proposals for improving or changing the institute.

This part of the study can be appropriately closed by a statement of the aims of institutes as formulated by "The Conference on Institutes" held at the University of Illinois, Aug. 3-7, 1914. This aim, which calls for the meeting of teachers' needs is comprehensive. If teachers need greater professional zeal, or instruction in certain

methods, or acquaintance with changing educational conditions, such should be the purpose or aim. The statement of this aim is put in Article I of the "Resolutions" passed by the Conference.

The purpose of a teachers' institute is three-fold: (a) to instruct teachers in better ways of teaching and to add to their general knowledge; (b) to encourage and possibly to inspire teachers in their daily work by bringing them together for mutual acquaintance and for the discussion of common problems, and by thus creating among them an effective esprit de corps; and (c) to give them fresh sense of their responsibilities and of the significance of their work to the welfare and progress of society."⁸

⁸ Bulletin No. 11, University of Ill. Report of Conference on Institutes, Dr. W. C. Bagley, Chairman, Op. Cit.

CHAPTER III

THE ORGANIZATION OF THE INSTITUTE

Legal Basis

Teachers' Institutes in Pennsylvania were legally called into being by the Act of April 9, 1867. This act made it mandatory upon the County Superintendent "to call upon and invite the teachers of the common schools, and other institutes of learning in his county, to assemble together and to organize themselves into a teachers' institute, to be devoted to the improvement of teachers in the science, and art of education, to continue in session at least five days, including a half day for going and a half day for returning from the place of meeting of the said institute, and to be presided over by the county superintendent or by some one designated by him, and be subject in its general management to his control."

It is to be noted that in the Act of 1867 the obligatory attendance of teachers upon the County Institute is not provided for. In the same act the superintendent "upon the assembling of the teachers' institute of his county, shall cause a roll of members to be prepared, which roll shall be called at least twice every day during the session of the institute, and all absentees to be carefully marked, and from which, upon the adjournment of the institute, he shall ascertain the exact number of teachers who were in attendance, and the length of time each attended, etc." The object of this carefully prepared roll was to determine how much the county treasurer was to pay the institute at the rate of \$1.00 for every three days attended by teachers, provided the total amount did not exceed \$200.

For twenty years teachers attended institutes voluntarily and without being paid by their school districts unless their school boards voluntarily compensated them. In 1887 an act was passed authorizing and requiring boards of school directors to pay their teachers for attending the sessions of the annual institute in their respective counties. The compensation as authorized in the act was to be not less than the per diem pay for actual teaching, "provided, that it shall not, in any case, exceed two dollars per diem." This rate of compensation continued as such until the new school code of 1911

increased the per diem compensation to three dollars and also provided for an equal forfeiture on the part of the teacher for every day absent from the institute without a satisfactory excuse. The Act of 1919 amended the Act of 1911 making the compensation of teachers for attendance at the annual institute, four dollars per diem.

Several other important provisions bearing on the organization of the institute as provided for in the original Act of 1867 and the several subsequent acts relating to institutes must here be noted. The first is the provision of the Act of 1887 which allowed school districts with 75 teachers under a superintendent to organize an annual institute separate from the county institute and to claim county aid on the same basis as the county institute. The Act of 1895 changed the number 75 to 50, while the Act of 1911 reduced this number to 40. The Acts of 1887 and 1895 allowed the county institute to claim from the county treasury not less than \$60 nor more than \$200. This same allowance was granted to districts that decided to hold separate institutes. The Act of 1911 (School Law, Section 2101-2110) made the minimum allowance from the county treasury \$100 and retained the old maximum of \$200. It is thus evident that a district that employs a superintendent¹ and 40 teachers may claim and receive from the county treasury at least \$100, whereas at the rate of \$1.00 for every three days attendance the district would be entitled to only \$66.66.

Two very important provisions of the several institute acts relating to the time when the annual institute may be held deserve attention. When the Act of 1887 empowered school districts that employ 75 teachers and a superintendent, and the Act of 1895 reduced 75 to 50, to hold separate annual institutes, no change was made in the time for holding the institutes. Institutes were to be called at the discretion of the Superintendent, county or district, and the institute was to "continue for five days." One half day was to be allowed for coming, and one half day for returning from the place of meeting,—pretty generous traveling provisions for teachers living in a city or borough. This discrepancy, however, was remedied by the Act of 1907 which introduced a time feature which creates many possibilities for the district institutes. This Act of April 4, 1907,

¹ It is interesting to note that Philadelphia does not hold a teachers' institute with salary allowance for teachers because Philadelphia does not regard itself as coming under the provision of the law since it is a city and not subject to any Co. Supt. Since there is no Co. Supt., therefore, no institute.

provided "that city and borough teachers' institutes may be held, thruout the school year, on any five days, or any ten half days, which the city or borough superintendent of schools may select for this purpose." This act and the reincorporation of it in the School Code of 1911 immediately raises the question whether or not the county institute must be held on five consecutive days, i.e. in one week, or whether or not it may be held on five different days, Saturdays for instance, or Fridays and Saturdays. This question was raised in the fall of 1918 when the epidemic of influenza either broke up or eliminated entirely some annual institutes. While a few county institutes were then held on five different Saturdays, it seems that if such construction could be placed on the Act of 1867, the Act of 1907 giving districts that were holding separate institutes permission to hold institute on five separate days, would be superfluous. Aside from the desirability of holding a county institute two or three days at a time, the question of legality would immediately enter. It is every evident that an "annual institute" can be held only for five continuous days as provided by the law.

In order to clear this matter up, an opinion was secured by the writer from the legal offices of the Department of Public Instruction on March 3, 1921, to the effect that "county institutes may only be legally held under the present statute on five consecutive days." This legal prohibition, unless removed, would *per se* prevent the holding of county institutes twice or three times during the year.

It is to be noted also that the County Superintendent has absolute legal control over the organization of the institute in his county. The law provides for no control by the Department, which can, therefore, offer only suggestions for any features of its organization. The County Superintendent, therefore, has not only the control, but the responsibility for the character of his county institute. The only possible form of control that can at present be exercised over the County Institute by the State Superintendent of Public Instruction lies in the annual report that the County Superintendent must submit to the State Superintendent.

Having sketched the legal basis for teachers' county and district institutes in Pennsylvania, we can analyze the present status of their organization. This analysis is based primarily on the replies of the 66 county superintendents to the questionnaire (q.v. appendix) on "The Status of Teachers' Institutes" and the County Institute Programs of 1919 and 1920. The replies to the questions bearing

on organization were unusually complete and the source of error negligible, since the data deal for the most part with facts.

The Time and Length of Holding County Institutes

So far as it has been possible to find out county institutes have for many years been held on five consecutive days in one week. This is the law and the law has been followed in this respect, except in 1918-19 when the influenza epidemic made it impossible to observe the law. A careful investigation into the time of holding the county institutes shows that within the past five years no county institute has been held after the Christmas holidays. In fact, they have all been held within a period of 16 weeks or four school months. In the year of 1916-17 county institutes were held as follows:

- a. 1 to 2 weeks before the opening of school..... 7 counties
- b. 1 to 4 weeks after the opening of school..... 7 counties
- c. 5 to 8 weeks after the opening of school.....19 counties
- d. 9 to 12 weeks after the opening of school.....14 counties
- e. 13 to 15 weeks after the opening of school.....19 counties

The most frequent week in 1916-17 was the one beginning with Dec. 18; second most frequent, Nov. 13; third most frequent, Oct. 16.

In the year 1917-18 county institutes were held as follows:

- a. 1 week before opening of schools.....11 counties
- b. 1 to 4 weeks after the opening of schools..... 1 county
- c. 5 to 8 weeks after the opening of schools.....20 counties
- d. 9 to 12 weeks after the opening of schools.....14 counties
- e. 13 to 15 weeks after the opening of schools.....20 counties

The most frequent week in 1917-18 was the one beginning with Dec. 15, with 13 institutes; the second most frequent were the weeks beginning with Oct. 27, Nov. 10, and Dec. 1, each with 7 institutes.

In the year 1920 county institutes were held as follows:

- a. 1 week before opening of schools.....13 counties
- b. 1 to 4 weeks after the opening of schools.....1 county
- c. 5 to 8 weeks after the opening of schools.....20 counties
- d. 9 to 12 weeks after the opening of schools.....14 counties
- e. 12 to 15 weeks after the opening of schools.....18 counties

The most frequent weeks were the weeks beginning with Aug. 30 and Dec. 20, with 9 and 8 institutes respectively; the second most frequent, the weeks beginning with Oct. 11, Oct. 25, and Nov. 29, each with 7 institutes; the third most frequent date was Oct. 18, with 5 institutes.

A summary of the data given for the years 1916-17, 1917-18, and 1920-21 would show the following:

- 31 institutes held 1 week before the opening of schools.
- 9 institutes held 1 to 4 weeks after the opening of schools.
- 59 institutes held 5 to 8 weeks after the opening of schools.
- 42 institutes held 9 to 12 weeks after the opening of schools.
- 57 institutes held 13 to 15 weeks after the opening of schools.

The most frequent date in the three years was the week before the Christmas holidays when 33 institutes were held. The most frequent periods for holding the institute in these three years was from 5 to 8 weeks after the opening of school and from 12 to 15 weeks after.

A study of the above table reveals the fact that the tendency to hold the institute before the opening of the schools has increased from 7 counties in 1916 to 13 counties in 1920; that 30 percentum of all the institutes were held either 5 to 8 weeks after the opening of the term, or 13 to 15 weeks after; and that 17 percentum were held the week before the Christmas season. In the three years named only 9 institutes out of a possible 198 were held within four weeks after the opening of the schools. In 1921 eleven (11) institutes were held on or before Aug. 29th; and 9 on Dec. 19th, one week before Christmas.

It is not so simple a matter to classify the dates on which the district institutes are held unless the dates are actually named for each institute. This is due to the wide latitude given the districts by the Act of 1907 which allows these institutes to meet on five different days or on 10 different half days. For instance, in 1916 there were 44 separate institutes held by 50 districts. These were held thruout the year as follows:

- a. Fifteen on five separate days
- b. Two on ten half days
- c. Six on one to three days before opening of schools
- d. Nine some other time during the year
- e. Two on three to four days
- f. Nine on five days before opening of schools
- g. Three five days after schools opened.

In 1919 of the dates as listed by the circular issued by the Department of Public Instruction, it is found that 18 district institutes met on 8 different dates for a period of one week, as follows:

- a. Eight on Aug. 25; b. One on Sept. 1; c. One on Sept. 2; d. One on Sept. 5; e. One on Sept. 8; f. One on Dec. 1; g. One on Dec. 11.

The remaining 31 district institutes all met on different dates during the year.

The year 1920 presents a situation of time as varied as the two other years studied. Of the 55 districts holding separate institutes, only 22 gave definite dates. (Dec. 1, 1920). Roughly, the dates for the district institutes in 1920 may be classified as follows:

a. Aug. 23-27	4 institutes
b. Aug. 30-Sept. 3	9 institutes
c. Sept. 7, 8, Jan. 3, 4, 5	1 institute
d. Oct. 11-15	1 institute
e. Nov. 22-27	1 institute
f. Nov. 29-Dec. 3	1 institute
g. Different dates	9 institutes
h. Five Saturdays	2 institutes
i. Ten half days	2 institutes
i. Ten half days	2 institutes
j. First Friday and Saturday of each month	1 institute
k. Between Sept. 1 and Jan. 1	1 institute
l. Various week ends	1 institute
m. Aug. 31-Sept. 3 and 2 half days later	1 institute
n. Thruout the year	3 institutes
o. Three times during the term	1 institute
p. Sept. 6 and later	1 institute
q. March 25	1 institute
r. Aug. 24	1 institute
s. Nov. 25, 26, Mar. 29, 30, 31	1 institute

The remaining dates were not determined when the list of dates was secured from the Department.

Much space has been given to the data bearing on the time for holding county and districts institutes because of its bearing on the functioning of the institute as an agency to improve teachers in the service or about to serve. The program will undoubtedly vary, or should, directly as the time when the institute is held. If the institute is held before the schools open, not only the program, but the organization into sections will vary. The program should look ahead. If the institute is held weeks or months after the schools open, the whole program and departments may be built up around teachers' actual school room experiences and problems. That there are virtues in holding the institute before or after the schools open cannot be denied nor overlooked. That the institute may function better if held at intervals during the year is also a question worthy of consideration. For this reason the judgments of the county

superintendents of Pennsylvania are worth having. In answer to question 1 (See Questionnaire in Appendix) as to the time preferred by county superintendents for holding the annual institute we find the following preferences:

- a. Before opening of the schools. 29, or 45 per cent. (64 ans.)
- b. After opening of the schools. 35, or 55 per cent. (64 ans.)
- c. One week before opening. 13 (48 answers to c, d, e, f)
- d. One month after opening. 15
- e. Two months after opening. 16
- f. One week before Christmas. 4

Below are given in parallel columns the preferences of the county superintendents in the time for holding the institutes and the actual practice:

	<i>Preferences</i>	<i>Actual Practice—3 yrs.</i>
a. Before opening of schools	45 per ct.	16 per ct.
b. After opening of schools.	55 per ct.	84 per ct.

Because only 48 superintendents answered that part of the inquiry bearing on the actual time preferred in weeks before or after the opening of the schools, the comparison cannot be pushed any further tho it is obvious from the data at hand that the discrepancy between preference and practice is just as pronounced as it is in items a and b above. Thus only 4 out of 48 prefer the week before Christmas for institute whereas in practice in three years 33 institutes were held at this time—12 in 1916, 13 in 1919, and 8 in 1920, an average of 11 each year. Thirty-five district superintendents answered this question of preference of time with practically the same result—40 per centum preferred the time before the opening of schools, 60 per centum after.

We also have the judgment of 83 district superintendents and supervising principals as to their preference in the time of holding the county institute. Thirty-seven prefer the week before the opening of school, 46 sometime after. Fourteen also prefer the institute at regular intervals during the school year; a few three days before the schools open and several half days after the schools open. One superintendent prefers one half day at the end of each scholastic month; still another prefers 1 day before the opening of the term and then the second consecutive morning of six months. Very few of the borough and city superintendents advocate an institute covering five consecutive days. For very obvious reasons, 57 county

superintendents prefer the institute on five consecutive days, 4 on non-consecutive days. It is rather odd, too, that the four who prefer breaking up the institutes into non-consecutive days are from counties with very poor transportation facilities.

Below are given reasons why some superintendents prefer holding the institute either before or after opening of the schools, and also reasons for the actual practice.

Reasons for Holding It Before Opening of School

"Teachers would have benefit of work done or given during entire term."

"Teachers who are teaching their first term would receive more help from the institute on account of having actual teaching experience."

"Get your inspiration before beginning the work."

"It would then be possible to give the teachers plans and instructions for the year's work. This would be of great assistance to inexperienced teachers."

"I always have a meeting of all those who are teaching for the first time before school begins. The other teachers prefer it later, as it is a change. Those who have never taught before are able to suit it to their experience."

"I hold one week of teacher training, the week preceding the opening of institute for my young inexperienced teachers. Our schools are all filled with teachers before October first."

"Wish to make preparations during summer and be able to take advantage of good road in visiting school."

"The teachers can apply the helpful suggestions at the opening of their schools."

"If 'all factors' named above is intended to include temperature and other atmospheric conditions, I would hold institute one week before opening of schools. It would enable advantages gained at county institute to be used entire school term."

"The logical time for instruction and promulgation of plans, etc., etc."

"The supt. can state to the teachers his aims."

"If institutes were held before the opening of the schools, there would be no interruption of the work and help would be given at the best time."

"Inspiration given teachers to begin work, new methods presented can be adapted to suit teacher's work. No break in school term on account of institute."

"Gives opportunity to beginner teachers to get much needed help. Also to outline and discuss for term."

"If there is any outline in the institute beginning, teachers should have its benefit before opening school."

Reasons for Holding It After Opening of School

"Teachers are then looking for help; not necessary to close schools."

"It is a change from the regular routine of work. About the middle of the term hold a school of methods before the opening of the schools."

"My institutes being sectional, I want my teachers to get the benefit of this instruction and together with the inspiration received, do better work."

"Avoid school interruption, and makes educational morale before struggle begins."

"Have received one month's pay. Have taught long enough to feel need of methods for their school work. Teachers know by this time what their needs are."

"Beginners have learned some of the real problems of their schools; can seek definite and assimilate the help offered."

"The new teachers get the week's setting of their problems in their new schools 155 out of 228 one-room teachers were new this year."

"It comes about the middle of the term when teachers need added incentive to do good work. We hold a school of methods at the beginning of term."

"Many of our teachers cannot be secured much before first Monday of September, hence irregular opening of school. At this particular time of the year the people of city and the country have full time to attend the sessions of County institute."

"Teachers have time enough to become conscious of their need. Supt. will have sufficient time to create proper attitude. (Meeting.)"

"Inexperienced see their needs by that time. Others need that source of inspiration near the middle of term."

"School of methods will precede opening of schools. One month after opening seems a fair length of time for teachers' problems to assume definite form."

"To save closing schools. Young teachers have met their difficulties and can therefore derive benefit."

"As teachers will then have met problems for which they seek, and besides, it will give the superintendents two months to organize the schools and hold local teachers' meetings to present method. The county institute is inspirational rather than aids in method."

"Usual weather conditions."

"Our institute attracts hundreds of patrons and is an educational force in the county; for this reason we hold it after farm work is done."

"Problems have arisen. Institute should help solve them."

"Teachers should receive first month's pay to finance expenses of the institute. Teachers will not be in touch with their immediate school problems until they teach a few weeks, hence will not know what to look for at the institute if held before opening of school and possibly obtain nothing from such an institute."

"Young teachers of whom we have a number are more eager to learn after a month or two of actual experience."

"A school of methods has been held in this county preceding the opening of schools every year since 1913."

"By November the teachers have become interested in their work and are more in the spirit for receiving help. It suits our directors best."

"To give the beginner teachers an opportunity to find out some of their problems."

"Weather conditions are good and teachers are better able financially, to attend at that time. We have a great many teachers in rural communities."

"Many of our girls are beginners with little or no training. They have no problems before schools begin. One month after school they have many."

"My first choice would be. Teachers then know their needs more fully. Have had month's pay to attend, buy books, subscribe for magazines. Weather is fine usually. Talent rather easy to secure at this time."

"Give teachers a chance to compare with others. (Not too late to take up new movements.)"

"1. All teachers will have a better conception of the real needs of their schools; 2. August is usually too warm a month for big meetings; 3. Teachers usually need some cash to pay board and for periodicals at the County Institute."

"After a month's experience teachers especially young ones, will appreciate answers to problems they have met."

"Teachers' minds are interested in school work, and not in summer pleasure. Teachers had pay and the weather is more favorable."

"We have it the week before Christmas. Precedent as much as anything. But we find it generally satisfactory, at least to the majority of the teachers, and the preference of the majority must be considered."

"Their spirits have slackened. They receive inspiration and return the inspiration received at the beginning of the term. Will not carry them through a period of 8 months."

"Teachers at the end of one month know what their real problems will be for the term. This is especially true of beginners."

Reasons for Time Actually Held (After Opening of Schools)

"Many teachers on account of purse cannot afford to attend until some salary is received."

"Our institute is held the week prior to the holidays."

"It has always been held the week before Christmas."

"More favorable attitude to receive instruction; children help parents in corn-husking time and potato-picking season."

"Have been following custom for 40 years."

"It has been customary to hold it in October for years. We plan to change this beginning Sept., 1920."

"Teachers will come to the institute with problems. Evening entertainments can be provided better later."

"Want of finances on part of teachers."

"Two months and one week after opening; tradition, and the wish of the teachers."

"It is held the week before Christmas. From custom; less breaks in school work; teachers need recreation and inspiration then."

"It was postponed indefinitely last November because of the Influenza and great number of deaths. We can secure better hotel accommodations in the second week of November."

"After farm work is done."

"Court week and county fair both interfere."

"For economic reasons."

"Customs; may change any time."

"Difficult to get instructors wanted at just that time. Must sandwich institute date between court dates on October."

"Ours is held two months after opening; custom."

"40% of the teachers in our institute come from Danville Boro. For local reasons Danville Board of Education prefers week before Christmas."

"Because rural districts frequently do not have teachers hired by time borough schools begin."

"Teachers are biased through custom."

"Second Monday of October, because that has been the time for years."

"I hold my institute the week prior to Christmas, for financial reasons. I tried to bring it 6 weeks earlier and lost money."

"Hard to get good evening talent."

"Chautauqua comes here late in August each year, so we wait until November."

Teachers' Preferences for Time of Holding Institute

Another important factor in the determination of the time preferred for holding the institute is the teacher. In view of the constantly growing practice of teacher participation in school policy formulation thru the organization of teachers' councils, this factor must be considered. A questionnaire (see Appendix) was submitted to teachers in twelve counties and four districts. One question had to do with the choice of time for holding the institute. Replies to this question were given by 2623 teachers and principals. The answers are tabulated below.

TABLE IX—TEACHERS' PREFERENCES FOR TIME OF HOLDING INSTITUTE

County	Time Preferred—Before	Time Preferred—After	When Actually Held
Berks.....	54	323	After
Bucks.....	9	356	After
Chester.....	13	155	After
Clearfield.....	94	164	After
Delaware.....	7	80	After
Monroe.....	9	110	After
Montgomery.....	336	116	Before
Northampton.....	30	259	After
Northumberland.....	12	91	After
Perry.....	26	38	After
Susquehanna.....	15	49	After
Westmoreland.....	81	206	After
	686	1947	Total 2633
<i>Districts</i>			
Abington.....	45	8	Before
Beaver.....	3	10	After
Kane.....	22	10	After
Lock Haven.....	13	22	After
	83	50	133
Total.....	769	1997	2766

It is very clear that 76.5 per cent of these teachers preferred the institute after schools open. It is also clear that teachers have invariably expressed preference for the time as shown by time for holding their own institute. It is very difficult to get away from the power of suggestion. Most of the common reasons given by teachers for the time preferred for holding the institutes are given below:

Teachers' Reasons for Holding Institute Before Opening of Schools

- "New ideas for the school year."
- "Break in school year prevented." (Most common reason.)
- "Inspiration for beginning work."
- "Aims of superintendent known."
- "Enthusiasm aroused."
- "Preparation received."
- "Advice desired before school opens."
- "Get a good start."
- "Suggestions applied early."
- "Methods for immediate use."
- "Link between school and vacation."
- "Better attitude for instruction."
- "Means a two weeks' loss to pupils."
- "Inspiration to new teachers."
- "Gives unity to work."

It is interesting to note that of all the reasons given for holding the institute before schools open, not one has been the "opportunity of holding a conference with the county superintendent." In eight counties where 1500 teachers who answered the question bearing on the contribution of the institute to the teacher, only 14 gave "Conference with the County Superintendent" as a most valuable contribution.

Teachers' Reasons for Holding Institute After Opening of Schools

- | | |
|---------------------------------|---|
| "Problems discovered." | "Conditions better known." |
| "Finances do not permit it." | "Opportunity to learn problems." |
| "Rest from teaching." | "Recess valuable to teachers and pupils." |
| "Cooler weather." | "Remedy mistakes seen." |
| "Relief for pupils." | "Know needs of pupils and self." |
| "Summer plans interfered with." | "Time to study problems." |
| "Personal check on work." | "Variety." |
| "Teachers centrally located." | "More inspiration." |
| "Custom." | "Accustomed to school atmosphere." |

Type of Institute

Question 4 of the county superintendents' questionnaire (q.v. Appendix) on "The Status of County Teachers' Institutes" relates to the type of, or form of organization. In 1918 the types or forms of organization of the institutes were as follows:

a. General Sessions only.....	34
b. Half general, half sectional.....	30
c. All sectional.....	0
d. Other types—combinations of b and c..	2
Total.....	66

The preferences of the county superintendents in the spring of 1919 were in reply to the question.

As follows: "If you could control all the factors determining the kind of institute you would have, check . . . the type you would select for the best interests of your schools."

Types	Preferences	Practice
a. General sessions, only.....	15	34
b. Half general, half sectional.....	45	30
c. All departmental.....	2	0
d. Other kinds or types.....	3	2
e. Unknown.....	1	—
	66	66

It is easily evident that there was very little correlation between what was preferred and the actual practice. Because of the many conditions which exist in determining the type of institute held, the county superintendents gave their reasons for the type *preferred* and for the *present* form of organization.

The reasons given by the county superintendents are self-explanatory. Nearly all realize the advantages of the half sectional and half general session type of organization and prefer it, but, as has been pointed out, preference and practice did not agree. In 1920 the Department of Public Instruction issued a bulletin on institutes in which it was urged that county institutes be departmentalized. Since the present inquiry in 1919, the number of departmentalized institutes has increased. In 1919 out of 49 institutes 32 were strictly general; 10 were partially general with 3 one half days or more

sectional; 7 were partially sectional. In 1920, 29 were sectional, 24 general. No data are available for remaining 13 institutes. In 1921 no doubt more than 50 per cent were half general and half sectional.

Teachers' Preferences of Type of Institute

The other important factor bearing on the matter of the type of institute preferred is the teacher who must attend the institute. In all there were 2730 answers to the inquiry on the type of institute preferred. The result of this referendum is given in the table below.

TABLE X—TYPE OF INSTITUTE PREFERRED—COUNTY
(Teachers)

County	Present Type	Preference General Sessions	Preference Half Gen. —Half Sect.	All Sectional
Berks.....	Half S—G	120	245	33
Bucks.....	General	270	99	3
Chester.....	Half S—G	7	147	11
Clearfield.....	Half S—G	56	200	3
Delaware.....	Half S—G	1	84	6
Monroe.....	General	75	24	6
Montgomery.....	Half S—G	31	396	13
Northampton.....	Half S—G	75	199	27
Northumberland.....	General	53	43	5
Perry.....	General	36	20	4
Susquehanna.....	General	10	43	0
Westmoreland.....	Half S—G	94	151	7
		828	1651	118
<i>Districts</i>				
Abington.....		2	48	2
Beaver.....		7	8	0
Kane.....		0	28	5
Lock Haven.....		2	28	5
		11	112	12
Total.....		839	1763	130(2732)

In the 12 counties where the questionnaire was given, several had both types, the all general sessions, and the half general, half sectional. The preponderating sentiment among the 2730 teachers seems to favor the second type,—half general, and half sectional.

The general session type of institute is the type where all the teachers meet together, morning and afternoon, in one large auditorium to hear lectures on educational subjects and others. The second type provides that all the teachers shall meet together either morning or afternoon, or half of the morning or afternoon, and the rest of the time the teachers are divided into groups or departments to receive instruction suitable to their needs and wants. The all sectional type which in 1919 was very rare in Pennsylvania, provides group programs all the time. There are varieties of the two leading types, but on the whole the teachers either meet together and receive the same instruction, or they are divided so that they may receive special instruction, part of the time, and instruction in subjects of general interest part of the time.

A summary of the answers in the 12 counties and 4 districts gives 65% of the answers in favor of the half sectional and half general sessions plan. Only 5% of the teachers who replied to this question favored the all sectional type of institute, while 30% favored the general sessions type.

A further analysis of these replies indicate that 698 teachers in the 12 counties prefer another type from the predominant one. This is 27% of the teachers replying to this question.

Peculiar Forms or Types of Organization

Since the general session-sectional type of county institute is increasing in number in Pennsylvania, it is important that we know the most common groupings of teachers as revealed by the programs of 1920-21. This is an obviously difficult thing to do because these sections or departments differ very much in the 53 counties studied, in which 30 are of the half-general and half-sectional type. However, for convenience, the following generalization or summary will be given:

- (1) All the institutes at some time or other meet as one group or section.
- (2) There are 21 types of groups or sections found.
- (3) The different types with their frequencies are: 17 *high schools*; 19 *rural*; 12 *primary*; 6 *grammar*; 8 *grammar-high school*; 1 *rural and primary*; 1 *intermediate-primary*; 2 *Principals*; 1 *Principals and high school*; 3 *beginners*; 6 *graded*; 2 *rural and*

grades; 2 three and four; 1 two and three; 2 one and two; 5 five and six; 1 four and one; 2 ungraded; 1 music; 5 intermediate; 1 five and twelve. Volunteer classes were found in one county. In two counties there appeared to be a few demonstration classes.

It is thus seen that the groups that are the most clearly defined by their frequencies are the *high school*, *grammar school*, *rural*, and *primary*. These groups with some modification for local situations would appear to meet the majority of needs. It should be desirable, however, to follow rather closely the groupings used in the professional training of teachers, viz., *Primary*, *Intermediate*, *Junior High* or *Grammar School*, and *High School*, and *rural*. With some slight modification this grouping should be adaptable in nearly all counties. The writer would suggest that teachers of grades 1 to 6 in rural schools be one group since the majority of such teachers will teach the first six grades; that rural teachers of grades 7 and 8, meet with other similar teachers, their problems being essentially the same; furthermore, this grouping will logically fit in with the Junior High School group. Unless there are many principals, these might attend such groups as may interest them in their peculiar administrative capacities. High School teachers in both urban and rural schools can easily meet together, for their problems have much in common.

Four groups or sections in counties of average size and population should be sufficient. There appears to be some danger in over sectionalization, especially in counties that have less than 300 to 400 teachers.

There is at present in the county institute a lack of what is commonly known as "Demonstration" work. More should be provided, in fact there is scarcely any of it now. Expert teachers should be provided for this work. In fact, stronger and more modern programs can be built up around Demonstration work, particularly if the Institute continues to be held for five days. A recent district institute has been developed entirely on this type.² The plan merely brings the method of the training school to the teacher. It gives teachers a chance to react instead of compelling teachers to be reservoirs to be pumped full by the instructor. The teacher needs self activity just as pupils do. By providing Demonstration work that requires follow-up study and preparation on the part of teachers, would give purpose and continuity to an institute program.

² "A Different Institute," Dodd, Penna. Journal of Education, Feb. 1922.

Participation of Teachers in Shaping Institute Policies

While institutes in Pennsylvania are not voluntary organizations, the county institute did spring from voluntary county associations in Pa. The law (Section 2101, School Law of Pa.) rather contemplates that teachers—"properly authorized committees of teachers"—shall assist in organizing the teachers' institutes. Accordingly, it is worth while to know the status of teacher participation in the organization of institutes in this state. To what extent do teachers contribute either in the active management of the county institute, or to what extent are they organized to carry out the work of the institute? This status can be determined largely from the organization of committees and other groups found.

County Institute Committees

In all but three of the counties there were found some committees, varying in number from 1 to 9. In only 11 counties was there found any executive committee or its equivalent. Such a committee would be the one immediately concerned or involved in teacher participation, or in assisting in the administration and planning for the institute. We find that the dead were important enough to have necrology or memorial committees in 28 of the 53 counties studied in 1920, while 46 counties had resolutions committee. Seventeen (17) counties had committees on professional reading and literature, while 16 had committees on educational associations and meetings. One county had a committee on "field day"; one on high school entrance; several on local institutes; two on "School Patrons' Day"; one on "local history"; one county had a committee on "Educational Research" (Somerset). It would be interesting to know what this committee does, for it indicates a healthy sign. In only one county, however, was there a committee whose chief business was the county institute. A committee on "The Improvement of the Institute" was found in Chester County. A careful study of the institute program of this county reveals that this committee has evidently functioned. The institute offerings of Chester County are easily among the three best in the state. In Montgomery county the Executive Committee has for the past few years taken an important part in institute programs and policies, with very good results in strengthening the program and general institute policy.

Institute Program Making

The task of making the institute program is a difficult one, not only on account of arranging the subjects to be discussed, the fields to be covered, and the specific needs of the hour, but because of the lack of a central clearing house for the securing of instructors. Perhaps, one of the biggest problems of the superintendent is the securing of his "talent." He must depend more or less on his fellow superintendents' report of instructors whom they have had and whom they can recommend. Hence it is that instructors circulate pretty well around the state institutes in proportion to their good reports. Since the advent of the new administration this problem has been somewhat simplified because the Department of Public Instruction has been able to supply many of the instructors in order that they might explain the plans of the Department. But the securing of the right type of institute instructors is such a difficult task that one State Commissioner of Education has suggested that, as is the case in some Western States, institute instructors be licensed and the Department act as a central disbursing agency for these men.

In view of this difficulty it is of some concern to know to what extent teachers share in the making of programs for the institute. Teacher participation thru various devices is to-day an important consideration in the professional growth of teachers. Does the institute offer any opportunity in co-operative teacher assistance in such a matter as the making of the program? Are they consulted about institute programs—a different matter from teacher participation? In 1919 the county superintendents furnished some interesting data:

- a. County Superintendents alone make program in 42 counties.
- b. County Superintendents and a committee make program in 8 counties.
- c. County Superintendents and a committee of principals make program in 6 counties.
- d. County Superintendents and an Executive Committee make program in 7 counties.
- e. County Superintendents consult with their assistants in 10 counties.
- f. County Superintendents with committee of principals, teachers, and directors in 1 county.

It is evident from these data that the teachers of the counties are little consulted except to confirm programs already made. No doubt, the county superintendents to-day consult their assistants more than these data show.

Only twenty-four county superintendents answered the question as to whether or not rural teachers are consulted about the programs designed for their own particular needs. Of these twenty-four, ten said they did not; fourteen, yes. Forty-two did not answer this inquiry, a fair indication that they did not. In several counties pre-institute meetings are held when the tentative rural program is presented. In a few counties the teachers are asked to offer suggestions on cards issued for that purpose—a practice which seems worthy of imitation.

The fact remains, however, that there does not seem to be any regularly appointed agency to represent the rank and file in the making of institute programs. To what extent this failure affects the nature of the institute offerings, this study is not able to point out. Undoubtedly, such definite representation would give strength to the institute as an organization and make of it not only a legal, but also a co-operative association of teachers.

The department or sectional programs likewise show this same lack of teacher participation in their arrangements. Out of 30 counties where such meetings were held, nine failed to answer the inquiry. In 13 counties the superintendent made the department programs; in 4 the superintendent and his assistants; in 4 counties the superintendent and principals arranged the programs. And yet in this field of grouping teachers together according to their own particular fields lies the opportunity to organize effectively.³ It is this lack of representation that in all probability gives the institute and the department programs that represent the professional activities of the instructors secured, rather than that these programs and departments provide for strictly local needs to be met by securing instructors for the purpose.

Methods of Instruction

The Table XI below reflects the attitude of county superintendents on the type or method of instruction used. Fifty-three of these officials report that the lecture method is most extensively used in the general sessions; seventeen report demonstration classes in the general sessions, and 21 in the departmental meetings; only two report the round table conference plan. The attitude of the county officials coincides with the desires of teachers in the type of instruc-

³ Snedden, D. "Professional Improvement of Teachers thru Organization," *School and Society*, Nov. 8, 1919, p. 533.

tion desired. Fifty per cent of the teachers in 12 counties prefer the lecture method; 34 per cent prefer the demonstration class method, while 16 per cent prefer the conference and discussion plan. In view of the fact that in at least 80 per cent of all the institutes in the general and departmental sessions the lecture method alone is used it is pertinent to suggest that the other two methods—demonstration and conference—be used more especially so since 1344 teachers out of 2710 in 12 counties and four districts express a preference for these types.

TABLE XI—TYPE OR METHOD OF INSTRUCTION EMPLOYED
(Superintendents)

- a. 53 report lecture method alone in General Sessions.
- b. 12 report lecture method alone in Departmental sections.
- c. 17 report demonstration method or lessons in General Sessions.
- d. 21 report demonstration lessons in Departmental Sections.
- e. 9 report lecture and discussions in General Sessions.
- f. 27 report lecture and discussions in Departmental Sections.
- g. 2 report Round Table Conferences.
- h. 1 reports voluntary conferences and instruction in special subjects before and after the regular sessions.

It is to be borne in mind that teachers place much stress on their preferences for the ideal aim of the institute on methods of instruction. (Table VI, Chapter II, "Institute Aims"). Methods of instruction can be made much more effective when demonstrated. The hope of improving the institute program seems to lie largely in giving teachers demonstration work with classes of children in progressive and modern methods. It is significant that this type of institute program has already been attempted in the Allentown City institute.⁴ This institute stressed Demonstrations and Conferences, which are preferred by 50 per cent of the 2710 teachers answering this question. That the county institute program is deficient in Demonstration and Conference methods is very plainly evident from an examination of Table XI, which gives the county superintendents' reports.

Type of Instruction Preferred by Teachers

In 11 counties and 4 districts 2710 answers were received on the question as to the type of instruction teachers prefer. It is very

⁴ Dodd, H. W., "A Different Kind of Institute," Penna. School Journal, Feb. 1922, pp. 203-205.

evident that the majority prefer the lecture method. Table XII gives the result of this preferential.

From Table XII it is evident that 50% of those answering this question preferred the lecture method; 34% the demonstration method, and 15% the conference method, or conference-discussion method. It is not the purpose here to discuss the relative values of

TABLE XII—METHOD OF INSTRUCTION PREFERRED

County	Lecture	Demonstration	Conference-Discussion
Bucks.....	335	36	6
Berks.....	184	177	91
Chester.....	42	111	63
Clearfield.....	94	111	16
Delaware.....	48	40	36
Monroe.....	62	86	15
Northampton.....	184	144	58
Northumberland.....	51	36	12
Perry.....	37	33	18
Susquehanna.....	51	33	21
Westmoreland.....	231	67	46
	1319	874	382
Districts			
Abington.....	21	20	10
Beaver.....	8	5	1
Kane.....	8	13	12
Lock Haven.....	10	16	8
	47	54	31
Total.....	1366	928	413-2707

any of these methods of presenting instruction to a group of teachers, but in the light of these replies we are confronted with the inquiry as to whether or not teachers really appreciate the possibilities and values of the institute when they to the extent of 50% of their number in the 11 counties where the poll was taken prefer a method

of instruction where so little thinking on their part is necessary and where the possibilities of asking questions and of having their own problems answered are so little. Are teachers following the paths of little resistance? Should small groups or discussion conferences be organized in our institutes in order that teachers may receive some real human and tangible help? Or are teachers going to be merely receptacles for lecturers' stereotyped addresses, a good many of them platitudes on the virtues of the profession and "glory of the work we are engaged in?" However, there is some hope when we consider that nearly 50% have voted for the demonstration and conference plans.

Provisions for Special Classes of Teachers

If institutes are designed to meet specific needs of teachers, various classes of teachers are to be provided for. That is the main object of the sectional institute. Does the institute do this? Table XIII below shows that this is not done.

TABLE XIII—PROVISIONS FOR SPECIAL CLASSES OF TEACHERS⁵

	Yes	No	No answer
a. The Inexperienced.....	24	37	5
b. Grade Teachers.....	33	29	4
c. One Room Rural.....	35	28	3
d. High School.....	37	25	4

It is very evident that in at least 50% of the counties no provision is made for special direction for the inexperienced teacher, grade teachers, the one room rural and the high school. This is a good test of the efficiency and function of the institute. The county superintendents themselves furnished these data in 1919. Recent programs (see Chapter on Programs) show no improvement in this respect, altho it is natural to conclude that dividing the institute into sections for certain groups of teachers will provide to a greater degree materials intended more especially for particular groups. The difficulty here, however, as is pointed out in the chapter on "The Program" is the use of the same instructors for the general sessions and sectional meetings, many of whom are not especially adapted for sectional work.

⁵ NOTE: These replies were checked up as much as possible with the program of each county. Much charity was used in crediting "yes" as the answer in many cases.

Below are given examples of special provisions and opportunities for these groups of teachers:

Examples of Special Provisions for Inexperienced Teachers—Grade, Rural, and High School as Reported by County Superintendents, 1919

"Preliminary conference of one whole day immediately before opening of schools—not in connection with the county institute. Departmental sessions in connection with county institute. A conference of one whole day before the meeting of the county institute."

"An attempt is made to make the program helpful to teachers of all grades. Book and supplies are on sale during week."

"We hold a week of teacher training or week of method. We have special departments for inexperienced teachers. This work is largely conducted by our own force supplemented by practical primary methods."

"At times we have a specialist in method in some particular subject. Much of the work is inspirational."

"Demonstration lessons by successful teachers. Special conferences for them." At least one instructor capable of conducting round table conferences."

"For rural inexperienced, a special department for those teaching first or second year is addressed by specialists in primary; also volunteer groups; also conferences with Assistant Superintendent, Sections are as follows: Grades 1-2, 3-4, 5-6, 7-8, High: Rural 1, Rural II; also a special section (four half days) for rural teachers with more than two years experience; a high school section. This is not going far enough. This year we had one hour each for English, Latin, Civics, and Commercial teachers."

"We do this in School of Methods and local institutes."

"Large part of program is adapted for grade and one room teachers."

"We have a very small group. First and Second grade teachers in one section, third and fourth in another, fifth and sixth in another and high school."

"We hold two day session of school of methods in August specially for beginners."

"Preliminary Institute."

"One session for beginners."

"Six forty-five minute periods are given for the instruction of grade teachers. All the teachers of the rural one room schools are given six forty-five minute periods. Six forty-five minute periods for high school teachers."

"In a general way we make special provisions for the different grades of teachers."

"Sectional work for first and second grades, third and fourth grades, grammar grades; sectional work for rural teachers; sectional work for high school teachers and a meeting of high school teachers' association."

"We conduct for three or four days a school of methods the week before the schools open."

"We make provision thru our school of methods, also by making the instruction practical."

"I provide for them in making up program. I don't employ 'wind gammers,' I get instructors. All grade teachers are divided into these departments, primary, intermediate, and grammar. Part of the instruction in Rural Department deals with this phase alone. We give them a department by themselves."

"We hold a session lasting at least a full week before school opens for beginners. Our sectional meetings are always for graded work. By giving definite instruction to these in separate groups."

The Institute Schedule—Distribution of Time

The wise and economical use of time is an important consideration in any modern enterprise, whether industrial or educational or commercial. It is a well known principle of modern efficiency that lost motion and poor scheduling make for waste and inefficiency. This is known as the principle of despatching,⁶ which presupposes careful planning in advance and then the realization of this plan. Closely allied with this principle of despatching is the principle of "standards and schedules,"⁷ or that of clearly defining what is to be expected and then the carrying out of this plan punctually, according to a set program. Definite planning and scheduling are fundamental to the execution of any aim.

A careful examination of the scheduled programs of 53 county institutes held in 1920 does not, except in a very few instances, indicate that the principles of dispatch, and of standards and schedules are carried out to any extent. We are told by Emerson⁸ that "the general dispatching efficiency, even of railroads, is not over 40 per cent, yet there are few activities that do as well as railroads." While it would be a rash thing to state the exact per ct. of efficiency of institutes in the matter of scheduling, we are almost led to say with this authority in his comments on early railroad dispatching, that institute programs "started when they got ready, they arrived some time, and nobody knew where they were nor what route they were taking in between."

Analysis of Time Schedules in Institutes

In 31 counties out of 53 no specific time assignments for addresses are found; in 22 there was such assignment. It is, therefore, impossible to determine in 31 counties whether a speaker was limited to one-half hour, three-fourths of an hour, or an hour. In the 23 counties where specific time assignments were indicated, 14 allowed 40 to 45 minutes per period; 4 allowed 30 to 35 minutes; 3 allowed 50 minutes; in remaining counties time was indefinite and variable.

⁶ Emerson, Harrington, "Twelve Principles of Efficiency."

⁷ Emerson, Harrington, "Twelve Principles of Efficiency."

⁸ Emerson, Harrington, "Twelve Principles of Efficiency," pp. 250-51.

The number of institute periods varied very little in most of the counties studied. The usual number seems to be three (3) in the morning, and the same number in the afternoon, exclusive of the instructional periods in the sections. Twenty-one (21) report 3 addresses in the morning; 17 two. The others vary so much that no summary is possible. In the afternoon twenty (20) report two each; twenty-five (25) three each. The others vary from 1 to 4. These instructional periods do not include music and intermission periods, many of which are found in some counties.

The time of opening in the morning seems to be pretty uniform. Thirty-eight of the 53 open at 9 o'clock; six at 9:15; two at 8:30; five at 9:30; one at 8:45; one at 8 o'clock. With very few exceptions the institutes open in the afternoon at 1:30, although a few convene at 1:45 or two o'clock. The institutes invariably continue until 11:45 to 12 in the morning, and until 3:30 to 4 in the afternoon.

Sections and Time Schedule

An examination of the programs shows that the Pennsylvania institute is gradually increasing in the tendency to sectionalize. This tendency, however, is more apparent than real when an examination of the time assigned to sections is made. Twenty-nine (29) of the fifty-three counties studied in 1920 show evidences of sections or departments. In only 7 of the counties were sectional meetings held parts of the morning and afternoons. The time when sectional meetings begin varies too much to generalize. However, about one-third of the counties that have such meetings, schedule them from 10 o'clock on; several at 11 o'clock. In 14 of the 29 counties, at least one or two addresses are delivered to the entire group before the institute adjourns for the assembling of sections, both in the morning and afternoon. In only a few counties does there seem to be a definite scheme of systematic time scheduling for the sectional meetings, resulting, it would appear, in much confusion and waste of time in breaking up the institute for these meetings. A better plan of scheduling would be the specific use of the morning or afternoon for either the general session or for the sectional meetings. In several counties where effort was centered on all sectional meetings, one general address was offered early in the morning or afternoon session, followed by the assembling of the department meetings. That the institute should at some time or other in the day meet as one group in order to carry out the general orders and directions of the superin-

tendent and in order to maintain the general spirit of professional solidarity cannot be questioned.

In no institute studied did it appear that more than 3 days or parts of days were devoted to sectional work. These days were Tuesday, Wednesday, and Thursday, usually the forenoons. In 9 counties this prevailed. In many counties only a few hours in the entire week were assigned to sections. In one or two counties sectional meetings were announced on the program, but there was no assignment of place or time. In fact, many sectional meetings even failed to name the place of meeting. Of course, it is realized that certain details of the institute might be and are announced verbally. It is to be questioned though whether or not institute programs should not be presented to teachers in a more definite way, particularly so if it is a departmentalized institute. Teachers should have the opportunity of selecting in advance the work that they desire to take. It may be a wise thing for teachers actually to make out a program of what they want to do for the entire week. This was actually done at the model institute⁹ held for experimental purposes at the University of Illinois, Aug. 3-7, 1914. One of the outstanding characteristics of this experimental institute was the definiteness of its daily program. The periods were 45 minutes in the clear. Each instructor developed his week's work in one field of instruction, and outlined his work, which was presented to teachers so that they knew what to prepare for and how to follow it up. Examinations were given at the end of the week; note books were examined. Another feature of this same institute was the daily conference held by the instructors, the superintendents, and the conductor. The day's work was reviewed and discussed.

Great Waste of Time

An outstanding feature of nearly all the institute programs studied is the disproportionate time spent on music and "intermissions." The music was of the usual "drill" type, where a few songs were selected and then constantly "roted" thru. There appears to be no evidence that a really worth while piece of work was done on any serious selection so that the one week's work would show some results. In Delaware county it was the writer's privilege to observe

⁹ Report "Conference Teachers' Institute," Univ. Ill., Bull. No. 11, Published by University of Illinois.

the result of such work on such a selection so that at the end of the week, the teachers had actually prepared a definite piece of work. This type of work not only gave rest and recreation, but developed co-operative group action thru music.

Two counties were selected at random and carefully analyzed to see how much the institute had "planned" to spend on these two items—music and "intermissions." It was found that in one county nine (9) hours out of 22 were thus spent; in the other 5 out of 17½. This means that 40 per cent in one and 30 per cent of the time in the other were thus consumed. We cannot deny that music is necessary in the institute and also a certain amount of "intermission." It is very questionable, however, whether such a large per cent. of the time should be so used. It is not far from mathematical accuracy to estimate that 25 per cent of the institutes' time is used up in this fashion.

In accordance with the archaic provision of the county institute law allowing one-half day on Monday and one-half day on Friday for going to and returning from the institute,—a necessary provision before the days of rapid transit—all but two of the county institutes in 1920 convened Monday afternoon; all but four adjourned Friday noon. Bucks, Indiana, Green, and Lebanon continued until the end of Friday afternoon. Thus it happens that in the actual observance of the law, the county institute wastes 20 per cent of the time in transit, while at least 25 per cent of the time scheduled is consumed by the two items already mentioned. In accordance with the commonly accepted principles of efficiency already alluded to—costs and dispatching—we must conclude that county institutes do not utilize their time to the best possible advantage. Fully one-fourth, possibly one-third, is wasted, which in terms of dollars and cents, amounts to the enormous amount of one quarter million of dollars. This instantly raises the question whether or not by more efficient scheduling of the program, and by the elimination of much extraneous matter that creeps into the institute program, the same amount of institute work could not be accomplished in two or three days instead of five, and at greater economy of teachers' nervous energy and time and money.

The Evening Sessions

One of the strongest claims of the county institute has been its influence on the public thru its evening sessions. Gradually, however, the evening session is becoming a thing of the past. This is

due in a large measure to modern conditions and facilities for transportation. In many counties the teachers do not remain over night in the county seat, but travel back and forth by train, trolley, and automobile in order to cut down the expenses of attending the institute. Then, too, the evening session is finding it a difficult matter to compete with other attractions. This is particularly true where the institute is held in fairly large communities. The inroads of the moving picture show has had its effects on these once popular sessions. In 1917 eleven of the 66 counties no longer held evening sessions. Seven institutes had only two; six had three; thirty-five had 4; while 5 alone had five each. Of the forty-four district institutes held, fourteen had no evening sessions at all, while 10 had one each; five had two; five had three; one had four; five had five each.

To show how important a bearing good transportation facilities have on evening session, it may be said that 11 of the 12 counties that report very good transportation facilities have abolished the evening sessions; twenty-two counties report good transportation facilities to the place of meeting; thirteen fair; fifteen poor. Naturally, evening sessions are still popular in those county seats that are far removed from large centers of population, or where a definite and permanent interest in these sessions has become a tradition.

The attitude of the teachers and the public towards evening sessions as gauged by the county superintendents is as follows:

Forty-six county superintendents think that the public is in favor of evening sessions, fifteen think it is not, while five are either doubtful or do not express themselves. Fifty-five county superintendents think that the teachers are in favor of these sessions, while 11 think they are not in favor. Here again the opinion and wishes of the 2358 teachers who expressed their attitude on this is important. (See Table XIV.)

The table shows that 1500 or 63 per cent out of 2358 teachers favor evening sessions. A further analysis of their replies shows that a very large majority prefer one serious and one light lecture; while 500 express preference for at least one entertainment, 852 prefer two entertainments. A fairly representative group express themselves as being in favor of high class musical entertainments.

Of the 12 counties where the questionnaire was presented, only two where fairly good transportation facilities exist, answered favorably to the evening session; the remaining ten expressed rather pronounced sentiment in favor of the evening sessions. These two

TABLE XIV—EVENING SESSIONS (Teachers)

County	Pref. Evg. Session		Serious Lect. Number				Light Lect. Number				Entertainments Number			
	Yes	No	I	II	III	IV	I	II	III	IV	I	II	III	IV
Berks.....	...	60	123	20	..	..	79	16	8	..	82	96	39	9
Bucks.....	373	1	119	160	36	4	182	106	4	4	42	240	63	2
Chester.....	29	10	57	6	..	..	62	9	..	..	62	71	3	..
Clearfield.....	244	15	111	89	11	2	139	18	5	..	41	164	13	3
Delaware.....	25	57	12	6	2	..	15	3	1	..	12	10	..	..
Monroe.....	115	9	48	10	..	..	29	22	..	..	36	46	..	..
Montgomery ¹⁰	140	294												
Northampton.....	71	205	36	4	..	..	18	13	2	..	23	19	4	..
Northumberland....	95	..	47	19	2	..	30	8	..	..	29	52	7	3
Perry.....	63	1	9	6	1	1	31	3	..	..	10	36	1	..
Susquehanna.....	9	..	32	27	3	..	26	2	..	..	31	31	2	..
Westmoreland.....	252	15	116	95	12	3	146	24	1	..	125	87	8	..
	1436	667	710	442	67	10	757	224	21	4	493	852	140	17
<i>Districts</i>														
Abington.....	15	31	6	6	..	..	7	4	..	..	7	7	..	..
Beaver.....	7	5	..	7	..	..	5	..	..	..	2	3	..	..
Kane.....	20	10	14	5	..	..	7	..	..	..	10	7	1	..
Lock Haven.....	22	10	14	6	2	..	15	2	..	..	11	10	1	..
	64	56	34	24	2	..	34	6	..	..	30	27	2	..
Total.....	1500	723	744	466	69	10	791	230	21	4	523	879	142	17

counties are Bucks, and Westmoreland. Counties like Northampton, Delaware, and Montgomery, with good transportation facilities and with populous centers and near large cities, were decidedly opposed to evening sessions.

In the chapter on the finances of the county institutes the relation of the evening sessions to finances is discussed. It is there shown that the evening sessions are not self supporting. In the reports of the county superintendents for 1918 state report, nine counties do not report any expenditures for evening lectures and entertainments, while 28 counties do not report any proceeds from such entertainments, etc., a pretty clear indication that nineteen counties are

¹⁰ Montgomery: Number who favored:

SESSIONS	I	II	III	IV	V
	3	42	51	24	15

conducting these evening entertainments at a loss, which means that the public is not responding.

Fifty-five county superintendents have given their reasons for favoring or opposing evening sessions of the institute. Ten of the 55 county superintendents who answered this question give reasons for opposing the holding of evening sessions. The main reasons given by these are:—The institute can't compete with the theatres; that they want their teachers to be fresh the next day; that many teachers go home; that instruction during the day is heavy; that evening sessions are not popular with the teachers in their own counties. (This judgment does not agree with the result of the poll revealed in twelve counties where 63% of the teachers answering this question favored evening sessions.) The most weighty reason, however, given by the county superintendents against the holding of evening sessions is the difficulty of financing evening sessions where the public support is inadequate on account of other competitive attractions.

"Did you Ever."

"From A to Z."

"Growth at Zero Hour."

"The Middle of the Road."

"Romantic California."

"Winding the Clock."

"Life's Levels."

"The Comrade in White."

"Following the Gleam."

"A King in the Wilderness."

Contrast these with subjects selected almost at random from recent sessions of the Pennsylvania State Educational Association and the lack of suggestively worth while contents will be apparent.

Analysis of Personnel

Two years' programs were analyzed, fifty three for 1919 and the same number for 1920. The programs for 1919 were examined more in detail than those of the following year. The main purpose in analyzing the personnel of the programs for 1920 was to determine to what extent representatives of the State Department had increased and their possible affect on the institute program.

A close analysis of the personnel shows that 50% of the instructors are actively engaged in teaching or in school administrative work; 24% represent some phase of governmental activity or other

TABLE XV—PERSONNEL—1919
(Total Number of Instructors—329)

	Number	Per Cent Total
Professional Lecturers.....	23	7.
College Teachers.....	74	22.5
Normal School Teachers.....	22	7.
Normal School Principals.....	31	9.4
Public Men.....	8	2.4
Representatives Department Public Instruction.....	24	7.
School Superintendents.....	15	5.
County Superintendents.....	10	3.
Elementary School Teachers.....	3	1.
High School Teachers.....	1	.3
Rural School Teachers.....	0	0.
Supervisors Special Subjects or Dept.....	8	2.4
Authors.....	4	1.2
Representative Red Cross.....	14	4.2
Representatives Gov't. U. S.....	1	0.3
Representatives Gov't. Pa.....	3	1.
Physicians (many Co. Health Officers).....	37	11.2
Music Directors.....	45	13.7
Miscellaneous.....	6	1.8
	329	100.

organizations attempting to carry out their work thru the public schools; the per centum of the so-called "professional" lecturer is only 7. This type of institute instructor is gradually disappearing, tho those included among the 23 are very well known. More than one-half of the Normal School teachers who were on the programs were principals of the schools and were on the programs of the counties of their own Normal School district. How much their appearance on the platform of the institute is due to their ex-officio status is merely problematical. It is rather remarkable that the men and women who are actually in the field are very rarely called on for instructional purposes in the institutes. Only 25 county and school superintendents from this or any other state, were engaged for institute work, or 8% of the total number, and these only for one or two addresses in the week. The same is equally true of rural and elementary teachers, both conspicuous for their absence on the institute programs.

While the so-called "professional" lecturer only comprised 7% of the total number of lecturers in the 53 counties studied, fifteen of

these men filled 392 periods of time in 1919, or 32% of the total institute time. This is only counting those that filled a whole week's engagement, or an average of 8 to 10 addresses a week. There were numerous others of these lecturers who were present only two and three days in a county. Hence, it is safe to say that 40% of the total institute time in 53 counties was occupied by these 23 professional lecturers. That this situation has an important bearing on the instruction of the Penna. institutes cannot be overlooked. To carry this analysis of personnel still further, there were 12 lecturers on the institute platform in Pennsylvania who lectured for an entire week in five or more counties in the state in the years studied, 1919 and 1920. The range of the number of counties is as follows for each of these 12 lecturers, all but three being of the so-called "professional" type:—5, 6, 12, 5, 10, 11, 9, 7, 6, 9, 6, 10. All but two of these lecturers were from without the state. Only two or three of these 12 lecturers ever discussed any of the subjects within the ten topics already mentioned as being indicative of modern tendencies, or movements that real live teachers should know something about. More remarkable, however, is the fact that these 12 lecturers covered a prodigious amount of time. There were in the two years mentioned in these 53 counties whose programs were analyzed, 2746 periods of lecture work. The minimum number of periods covered by these 12 lecturers, in addition to the periods occupied in sectional or departmental meetings, was 768, or 28% of the total. In other words, 12 lecturers gave 28% of the instruction in two years in Pennsylvania institutes, some of whom used the same speeches in every county, and most of the speeches or lectures had been given for years either in Pennsylvania or other states. Furthermore, there were ten others who occupied in 28 counties in a full week's engagements, a minimum total of 224 periods. Thus it is very evident that 22 professional and semi-professional instructors at the Pennsylvania county institutes contribute 36% of the total instruction, in the years 1919 and 1920.

The situation in the matter of musical directors at our county institutes is equally as striking. Of the 53 institutes studied, 51 had regularly employed music directors whose duty it is to mobilize and direct the singing forces, and to give instruction. Five men in the state contribute the direction of the music in 25 institutes as follows in distribution of counties, one in each of: 9, 5, 4, 3, and 4 counties.

In the 53 institutes of 1919 the Department of Public Instruction sent to the institutes a total of 24 representatives. This was 7% of the total number of instructors. In 1920 the number of Department representatives in 53 institutes had increased from 24 to 61. These 61 representatives occupied 118 periods in the institutes or nearly 8 per cent of the total time. Representatives went to 40 of the 53 counties studied in 1920, while in 1919 they visited 20 counties of the 53. The range of addresses delivered in 1920 was from 1 to 9. The number of representatives of the Department of Public Instruction in the institutes of 1921 was undoubtedly larger than in 1920. These data are not at present available in their completed form. In forty counties studied there were present 64 Department representatives; in 5 of these counties there were no Department representatives. The number of representatives from the State Department is of importance, not only to the shaping of an institute program, but is of concern to the finances. No doubt thousands of dollars are thus saved the county institutes, which in turn could be devoted to the securing of high class professional talent.

Personnel Choices by Teachers

In the general questionnaire presented to teachers was a question designed to throw light on the personnel of the institute instructors. Question No. 7 read as follows:

Check in blank spaces three kinds of instructors preferred, using numeral 1 for first choice, 2 for second, 3 for third:

- | | |
|---------------------------|--------------------------------|
| a. —Public Men. | d. —Normal school teachers. |
| b. —Practical school men. | e. —Professional lecturers. |
| c. —College teachers. | f. —Successful local teachers. |

Forty-three of the 55 superintendents who answered this question are much in favor of evening sessions. These men realize the real educational value of the evening sessions not only for the teacher, but for the public as well. The most common of these reasons are: The opportunity given the teachers of hearing big men on big subjects; the diversion afforded teachers; social contacts and recreations; opportunity given rural teachers to hear inspirational addresses, artists and good music; the opportunity the community has of hearing discussions which stimulate and arouse interest in public education. One superintendent said that he favored the evening session in order to keep teachers out of the public dance halls, not a very commendable reason, but if true, evening sessions would be really worth-while.

CHAPTER IV

THE INSTITUTE PROGRAM

One of the most important phases of this study concerns the institute program. Does the institute function efficiently thru its program? Does the program fill the needs and requirements of present day teachers? Is it in touch with the times? Are teachers being trained or improved thru it? To answer these natural questions the programs of the institutes of the state have been critically examined from three points of view: (1) the personnel of the instructors, (2) the materials of instruction as revealed thru the titles of the lectures, and other sources, (3) thru the assignment of materials for specific purposes.

The analysis of the personnel of the institute programs is not so difficult since each institute program usually gives a brief description of the instructors, their positions, etc. Since the instruction given depends to a large extent upon the type of instructor, his position, his outlook on educational conditions, his immediate interests in the group instructed, his intimacy with teacher training problems, and many other factors, the personnel of the instructors in the institutes of Pennsylvania is an important matter. Accordingly, the instructors of the institutes have been distributed among nineteen different classes as indicated by Table No. XV.

The analysis of the contents or materials of the programs has not been a simple matter since it was not possible to read or to hear many of the addresses delivered. On the other hand, it should be within the province of safe diagnosis in the majority of cases where to place an educational address as prejudged by the title given. At any rate, it is just as safe for one attempting to classify the addresses as it is for the county superintendent to select them from a list given by the instructor. In other words, the officials entrusted with the making of the program for the institute must labor on the assumption that the titles of the addresses connote specific educational contents. Therefore, it is felt that the margin of error is comparatively small. A very great assistance in classifying the subject matter is the acquaintance of the writer with many of the instructors who spoke

for the greater part of a week. With the exception of a large group of Normal School teachers, there were in all on the programs examined forty instructors who were "five day" men. The writer has at one time or another heard 38 of these men, in many cases has heard the same addresses delivered at the institutes covered by the programs studied. The programs studied represent 53 institutes held in the fall of 1919 and 1920. Of these the writer visited personally 15 and has heard at various times at least one-third of the men represented on these programs.

The distribution or analysis of the contents of the addresses is according to the scheme as given in the table below (Table XXII). It will be noticed that the significant part of this particular study centers around those phases of modern educational movements with which it would be easily possible to identify any address. Reference is had particularly to these topics:—The curriculum, supervised study, the project method of teaching, supervision of instruction, measurements, silent reading, vocational guidance or education, nature study, citizenship, and community organization. The margin of error in placing a subject of an educational address into any of these ten modern educational categories is comparatively small. The other three groups into which 50 per cent of all the addresses are placed—methods, inspirational materials, and professional—could hardly be mistaken with the ten mentioned. No one would place such titles as "The Man in the Moon," "The Baby and the Bath Water," "My Bag for Black Walnuts" and others equally as enigmatical into any category which would indicate that the subjects might refer to one of the ten modern subjects mentioned. Then, again, scores of addresses were marked merely "addresses." These were placed after carefully considering the instructor and other named subjects that he had used. Usually, most of these subjects can be safely classified under the so-called "inspirational" type. Not much damage would be done to the classification if they were placed under either of the other two, methods or professional. By no stretch of the imagination could such subjects be placed under any of the ten mentioned as being distinctly of modern tendency.

On the other hand there can be no error in placing subjects like the following: "The Socialized Recitation," "Legal and Professional Obligations of the Teacher," "Agricultural Projects for Pennsylvania High Schools," "Sociology as Related to Rural Life," "Civics in Rural Schools." It is much more difficult, however, to place "The Door's

Worn Sill," "I Hate to Go Above You" or "She Hath Done What She Couldn't." In the 53 programs analyzed for 1919, there were 26 unnamed addresses found in 11 different counties; in the 1920 programs analyzed, there were 81 unnamed addresses found in 30 counties, tho there was one county where 75% of the addresses had no title,—a very unsatisfactory outlook for a group of teachers compelled to attend an institute, but not even knowing what to expect. In all, 4% of the 2736 addresses examined in 106 programs in two years, were without titles, or any indication as to the possible discussion. Many of the addresses in the sectional meetings were without titles—an indication of a lack of aim and plan in the sections. A few examples of poor and vague subjects are:¹

"Oil for Creaking Joints."

"A Big School Problem."

"Odds and Ends."

"World Building."

"The New Woman."

"The Framework Beneath the Frescoeing."

"Killing Two Birds with One Stone."

"The Man in the Moon."

"The Ten Virgins."

"Quo Vadis."

"The Third Battle of the Marne."

TABLE XVI—PERSONNEL CHOICES BY TEACHERS

	(2694 First Choice	Teachers) Second Choice	Third Choice	Weighted- Points	Per Cent.
Public Men.....	341	416	389	2244	14.6
Practical School Men.....	1576	468	281	5945	38.7
College Teachers.....	251	525	345	2148	14.1
Normal School Teachers...	116	479	369	1675	10.8
Professional Lecturers.....	281	352	422	1969	12.8
Successful Local Teachers..	129	241	490	1359	8.9
	2694	2481	2296	15340	100.

It is to be noted that Normal School teachers are ranked second by County Superintendents and only fifth by the teachers. This group occupies only 15 per cent of the instructional staffs of the

¹ Selected from 1919 and 1920 County Institute Programs.

institutes studied. One-half of the sixteen per cent are Normal School principals. It is quite evident that in 1919 Normal School teachers occupied only 7 per cent of the instructional staff. The per cent would, undoubtedly, be larger in 1921, due to the rightful function that the institute and Normal Schools are beginning to hold towards each other. There is no reason why a higher degree of co-operation should not be shown towards these two agencies in their own territory. This lack of co-operation, however, seems to be more than peculiar to Pennsylvania alone. Lommen² in discussing the instructional staff of teachers institutes says that, "Just one-half of the states make no effort to co-ordinate the interests of the teachers in the field with those of the nearest institution engaged in the special task of creating teaching ability. Herein lies a serious defect. No agency in the state should be so sensitive to the immediate needs of teachers in the service as should be the State Normal Schools." It is difficult, and, of course, immaterial, to say whether the Normal School or the County Superintendent is to blame for this condition. The fact is that the Normal Schools, as Bloomsburg has already done, should be the means of furnishing much real instructional service to the institutes of its contingent territory. Their buildings, their teachers, their organizations should be put at the disposal of County Institutes wherever accessibility permits.

Sixty-five County Superintendents also expressed their preference for the personnel of institute instructors by ranking them as follows:

	Weighted- Points	Per Cent.
Professional Lecturers.....	161	31.2
Normal School Teachers.....	120	23.2
College Teachers.....	112	21.8
Practical School Men.....	81	15.5
Public Men.....	42	8.1

It will be noticed that the ranking or choices of institute instructors by 2500 teachers does not agree with that of the County Superintendents who place "Professional" lecturers first, whereas teachers place them fourth. Teachers place "practical" school men first, while County Superintendents place them fourth. Teachers place public men and college teachers a close second, whereas County Superintendents place the college teachers third, and public men last.

² Lommen, G., "Journal of Rural Education," Oct. 1921. Op. Cit. p. 63.

This comparison of personnel choices agrees pretty closely with the actual distribution of the personnel in the programs studied where it has been shown that 32 per cent of the institute time was filled by "professional" lecturers, who in turn were assigned a ranking of 31.2 per cent by County Superintendents themselves—who, of course, also made out the programs. The table below illustrates the distributions of institute instructors on the programs according to the County Superintendents' ranking of choices and the actual distribution on programs, together with teachers' preferences:

TABLE XVII—COMPARATIVE TABLE PREFERENCES AND ACTUAL DISTRIBUTION

Type	Pref. by Co. Supt.	Per Ct. Actual Distribution	Pref. by Teachers
Professional.....	31.2	7.*	12.8
Normal School Teachers.....	23.2	16.4	10.8
College Teachers.....	21.8	22.5	14.1
Public Men.....	8.1	2.4	14.6
Practical School Men.....	15.5	11.7	38.7
Dept. Public Inst.....		7.	
All Others.....		33.	
*Occupied 32% of institute time.			

It is seen that there is a striking correlation between county superintendents' preferences of the type of instructors and the actual personnel as found in the programs when we translate the percentages of frequency of the five groups of instructors into the actual time occupied on the programs. There is no correlation, whatever, between teachers' preferences as to personnel of instructors, county superintendents, and the actual programs. This, of course, immediately raises the question whether or not teachers should have a share in the making up of the programs. It has been shown in the chapter on "Organizations" that teachers have little, if any, participation in program making.

Frequency and Number of Instructors

The number of instructors varies from two in Cameron County to 16 in Chester County. The frequencies are as follows:

TABLE XVIII—FREQUENCY OF INSTRUCTORS—1919

Instructors.....	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
No. of Counties.....	1	2	7	14	10	5	6	5	1	1	0	0	0	0	1

It will be seen that 36 of the 53 institutes have from 4 to 7 instructors including the musical director and the health representative who usually gave but one address. The median number of instructors is 5.3 per institute, including, of course, the musical director who, with the exception of one or two addresses before one or two sections, does no teaching in most of the counties.

Very few of the programs analyzed showed any evidence or plan of continuity. Occasionally some speaker would develop during the entire week one central theme. In a few instances some instructor gave two or three addresses bearing on one subject, but in no case did any 5 day instructor develop one line of thought. In fact, in the large majority of programs the addresses were isolated and more or less disconnected. Whether or not any continuity were possible or even desirable may be determined from the frequency of the number of lectures delivered and from the number of days that the instructors were engaged.

TABLE XIX—FREQUENCY OF NUMBER OF LECTURES—1919

	1	2	3	4	5	6	7	8	9	10	11	12
Number.....	83	20	24	9	13	11	13	41	21	3	2	2
Per Cent.....	8	4	7	3	6.2	6.2	8.7	30.1	18	3	2	2

Of the 1046 periods studied and placed it is evident that 593 or 56.7 per cent were distributed among instructors who gave 8 or more addresses; 750 or 71 per cent among those who gave 6 or more addresses.

In connection with the matter of continuity of program the frequency of the number of days on which instructors appeared on the program is equally as significant.

TABLE XX—FREQUENCY OF DAYS—1919

Days

	1	2	3	4	5
Number Lecturers.....	34	22	16	4	76

Of the 132 instructors who could be classified as being on the program one or more days—musical directors and those who were

present only half a day being excluded—76 or 57.6 per cent were employed for 5 days or the entire week. This would indicate that continuity of program is possible if properly planned.

An important bearing on the continuity of program is the number of lecture periods provided for the institutes studied. The number of lecture periods varies from 14 in one county to 67 in 1919, and from 16 in the lowest county to 92 in 1920. The median number of lecture periods in 1919 was 24, in 1920 it was 26. The average number in 1919 was 26, in 1920, 29. The table of frequency follows.

TABLE XXI—FREQUENCY NUMBER OF LECTURE PERIODS—50 COUNTIES

Periods.....	14	15	16	17	18	19	20	21	22
1919.....	1	2	1	2	3	3	1	3	3
1920.....			1	0	3	2	7	1	5

Periods.....	23	24	25	26	27	28	29	30	31	32
1919.....	5	2	4	4	1	4	1	1	1	1
1920.....	3	1	3	2	0	3	3	5	2	1

Periods.....	33	34	35	36	37	38	39	40	43	45	55	67	75	92
1919.....	0	1	2	0	1				1		1	1		
1920.....	1	2	0	0	1	0	1	1	2	1			1	1

Effect of Sections on Type of Program

It is rather difficult to determine what the effect of the sectional institute properly organized might have on the institute program. It is logical to believe that the mere division of an institute into sections will necessitate instructional materials adapted to the needs of those constituting a particular group. This theory does not always work judging from an analysis of 49 programs. (Complete programs were lacking in 4 counties. As has been stated, a large majority of the addresses without titles are found in the sectional programs. Many of these sections are merely scheduled as "conferences" or "questions" without any assigned theme. In many cases there is not even an assigned chairman or a definite division of time. (See chapter on "Organization of Institute.")

In 1919 the Department strongly urged in a "Bulletin on Institutes" that sectional institutes be organized wherever possible. As a result in 1920, 29 of the 53 county institutes studied were sectional and 24 general. To note the effect of such divisions on the program it is interesting to note that in 1919 only 20 programs had any provision, whatever, for a discussion of topics related to rural schools. This number increased in 1920 to 33. Of the general program institutes, 15 out of 24 did not even touch the rural school problem, while only 5 out of 29 of the sectional program institute failed to stress this problem. The same is undoubtedly true of other phases. The one great handicap noticed thus far in organizing the program of the sectional institutes seems to be the small amount of time allocated to the sections proper. In many cases, the sections are provided for Tuesday, Wednesday, and Thursday, only, because of the convening of the institutes Monday afternoon and the adjournment Friday noon. The time assigned is generally from 11 to 12 o'clock, and in some cases from 10 to 12. This would indicate that at present the form of the sectional institute, and not the spirit is being followed.

Analysis of Subject Matter

Forty-nine available programs for 1919 were analyzed in detail. The same number of programs for 1920 were analyzed primarily to determine to what extent there had been an increase in the instructional materials in fields which may be characterized as modern, such as the junior high school, the use of intelligence and achievement tests, supervised study in various subjects, the project method of teaching, and others equally as prominent before the schools.

On account of the introduction in many institutes of the sectional meetings, the programs have increased in size and scope. This may be seen from the increase in the number of instructional periods from 1217 in 1919 to 1529 in 1920. In the following table is given the distribution of content matter according to the scheme already mentioned.

This analysis has excluded all the time assigned to music during the day sessions. Music instruction in some institutes covers as much as one-fourth of the institute's time; neither does the analysis cover the evening programs which are at least 75 per cent entertainment.

TABLE XXII—DISTRIBUTION OF SUBJECT MATTER—1919—COUNTY INSTITUTES
(1217 Periods)

	No. Periods	Per Cent of Total
Methods of Instruction.....	220	18.2
Inspiration.....	320	26.4
Professional.....	101	8.3
Psychology.....	52	4.3
Curriculum.....	43	3.5
Health.....	73	6.0
Information.....	38	3.1
Entertainment.....	31	2.5
War or Aftermath.....	37	3.0
Supervised Study.....	27	2.2
Project Method (Two Counties).....	8	0.6
Supervision of Instruction.....	3	0.2
Measurements.....	18	1.5
Silent Reading.....	3	0.2
Vocational Education.....	17	1.5
Organization.....	18	1.5
Discipline.....	17	1.5
Rural Education.....	38	3.0
Red Cross.....	13	1.0
Thrift.....	11	0.9
Citizenship.....	37	3.0
Demonstration.....	13	1.0
Nature Study.....	15	1.2
Miscellaneous.....	25	2.0
Community.....	25	2.0
Moral Education.....	5	0.4

An effort has been made in this analysis to separate as much as possible all provisions in the institute programs made for the following movements: supervised study, project method of teaching, supervision of instruction, measurements, silent reading, vocational education, rural education, citizenship, community, junior high school. This exclusive classification serves the double purpose of avoiding error of classification and of revealing whether or not any stress has been placed on admittedly important modern school movements. To these ten phases the fifty-three institute programs analyzed gave 14.2 per cent of their program space. In all these programs no mention seems to be made of the junior high school, nothing about the project method, while the problem of Americanization goes by default entirely. One would expect that one year after

the World War (1919) problems of an educational character arising out of the War would find a place on the institute program. As a matter of fact, the War or its aftermath occupied three (3) per cent of the day programs. The rural school problem about which county superintendents are always despairing of solving and which one would think would be the paramount concern of our county chiefs, does not even find a place on 33 of the 53 programs examined. This problem consumed but three (3) per cent of the program space. Health came in for stress in nearly every one of the counties because the Department of Health made an effort to present the health problem to the teachers. The lecture, "The Teacher as a Life Saver" was given in most of the counties of the state by a representative of the Department of Health.

An analysis of 53 county programs for 1920 has been made with the view of determining to what extent the institutes last year stressed the more recent phases of educational movements such as those indicated. The following table gives this analysis.

TABLE XXIII—DISTRIBUTION OF SUBJECT MATTER COVERING CERTAIN MOVEMENTS
1920 (1529 periods)

	No. Periods		Per Cent of Total	
	1919	1920	1919	1920
Junior High School.....	0	3	0.0	.2
Project Method.....	8	21	.6	1.3
Measurements (Inc. Sil. Rdg.).....	21	41	1.7	2.6
Socialized Recitation.....	0	11	0.	.7
Citizenship.....	37	68	3.	4.4
Rural Education.....	38	71	3.	4.6
Americanization.....	0	12	0.	.8
Red Cross—Thrift.....	24	56	2.	3.7
Vocational Education.....	17	14	1.5	.9
Supervision of Instruction.....	0	0	0.	0.
Total.....	145	287	11.	18.

It will be seen that there has been an appreciable increase from 11 per cent to 18 per cent of the total number of periods allotted to these more recent movements. There is no doubt that the people and teachers are thinking more about rural education and citizenship since the activity of the Department of Public Instruction in stressing

these two thru the Bureau of Rural Schools and thru the newly organized curriculum in the social studies.

It is evident from the analysis already made that the county institute program in 1919 did not function with the modern demands and tendencies. It is very clear that the institute does not effectively stress the needs of the rural schools, nor does it offer teachers the opportunity to be expected of making them familiar with worth while modern movements. A further analysis from different points of view reveals similar shortcomings in these programs. The third analysis classifies all instruction into *general* and *specific*, two terms of which there can be little dispute as to their meaning. All lectures that touched upon general educational problems without reference to any particular application, have been classified under General Instruction; all those which appeared to have, or suggested even remotely, any specific application were placed under Specific Instruction. In addition, whatever instructional materials as announced by the 49 programs and analyzed, could be assigned to the grades, the high school, or rural schools, were so placed. All materials that seemed to concern teachers without experience, or designed primarily for such, were likewise classified. In all 1209 lecture subjects were analyzed in this way. The following table shows the results:

TABLE XXIV—DISTRIBUTION OF SUBJECT MATTER—49 COUNTIES
(1919)

	No. Periods	PerCt. of Total
General Instruction.....	666	57
Specific Instruction.....	523	43
Assigned to grades.....	194	16
Assigned to high schools.....	61	5
Assigned to rural schools.....	38	3
Pertaining to beginning teacher.....	2	0

Twenty-five counties, or 50 per cent of the counties studied, had less than 10 periods of specific instruction; two counties had only 2; one had 3; four had 4 each; four had 5 each, while six had 6 each. There were 14 counties in all that offered more specific instruction than general instruction. Two counties, Chester and Montgomery, perhaps the most highly sectionalized institutes in the state, each had a predominatingly large percentage of specific instruction. Chester county offered 47 periods of specific instruction, against 14 periods of general, with a few periods not assigned because of

uncertainty. Montgomery offered 37 periods of specific instruction against 10 of general instruction.

It is very evident that according to this classification and analysis, the county institutes in Pennsylvania in 1919 offered very little that could be appropriated either by the grade or high school teacher. The ordinary program is lamentably deficient in instruction for high school teachers—a very plausible explanation for the universal apathy of high school teachers towards the institute. It has already been pointed out that the rural schools, which should be especially well taken care of in the county institute programs, receive less than five per cent of the institute program space. Beginners have received nothing specific, while principals and other administrative officers are as scantily treated as beginners, even tho few counties do carry on their programs “conferences for principals” and “meetings of inexperienced teachers.” This situation is the more intensified when we note that in eight out of the forty-nine counties not a single period could be specifically assigned to the elementary grades; while in 28 of the forty-nine counties not a single subject suggested application to the rural school problem, either generally or specifically. Undoubtedly, it is ture that a good deal of the instruction offered at the institutes can be appropriated by all groups of teachers. The material classified as “inspirational” is of this type. Does this type of material, however, offer the type of instruction that will improve teachers in service?

CHAPTER V

THE COUNTY INSTITUTE AS AN AGENCY IN THE IMPROVEMENT OF TEACHERS IN SERVICE

As already intimated, the county institute to justify itself should be an agency to improve teachers in service at the *present time*. We have already seen in Chapter I, "Historical Origins," that the original function of the institute was at least, two fold-propaganda for better school sentiment, and teacher preparation. The two purposes were knit together thru the developing leadership of the County Superintendent. This purpose is well seen even to-day as is evidenced in a paper on "Some Values of County Institutes"¹ by Thomas A. Bock, then county superintendent of Chester. In this paper read before the County Superintendents' section of the Pennsylvania State Educational Association, Harrisburg, 1920, Supt. Bock said:

And one element whereby the county superintendent exercises his leadership is the county institute; moreover a very significant factor in the maintenance of his county educational leadership lies in his conduct and development of his county institute.

This ideal of the superintendent's leadership is the logical outcome of the evolution of our system of school administration in Pennsylvania, whereby the county superintendent occupies a pivotal administrative position. The necessity, however, for keeping up this leadership should not be any considerable motive or only reason for continuing any institution, if this institution has performed its function in the natural course of our educational evolution. Hence, the need to evaluate carefully any thesis that the county institute is still an agency that improves teachers in service. That this is a function claimed for the county institute can be readily seen by quoting briefly from some Institute Manuals and recent authorities:

The main purpose of all institute work is to develop teaching and training power.²

¹ Paper read before County Superintendents Dept. P.S.E.A., 1920—Bock, T. A., Co. Supt. of Chester.

² Kentucky Manual on Institutes, 1910.

"The primary purpose of a teachers' institute is to secure better teaching."³

"Stated in one phrase, the function of the institute is to increase immediately and directly the efficiency of our schools. Both the teachers and the public have a right to expect discoverable results. And this in spite of the fact that it may be admitted that many results are not directly measurable."⁴

"The true test of the value of the institute is whether the teachers teach differently by the help received."⁵

County Superintendent Milnor of Lycoming County, Pennsylvania claims as the first valuable service of the Institute the following:

It furnishes professional instructions for teachers and inspiration for their work, by contact with trained instructors and personal association with each other. This leads to (a) self-improvement, professional reading and study; (b) school improvement in methods, management and discipline; and (c) closer co-operation among patrons, teachers and directors.⁶

No less an authority on public education than Dr. Snedden says that,

The institutes are for the after-training of teachers.⁷

The chapters on "Historical Origins" and "The Aims of Institutes" would also indicate that one of the functions of the institutes has been and is the improvement of teachers in service.

Dr. Ruediger, however, while agreeing that teachers' institutes in the past were agencies for improving teachers, takes issue in the whole movement for the improvement of teachers in service by drawing a distinction among the "training of teachers," "the trial period of teaching," and the "professional life of a full-fledged teacher."⁸ Ruediger would limit the "after-training" of teachers to the "trial group," tho not denying that "the obligation of professional growth is one of the basic obligations of the teacher's life." Ruediger in no uncertain language condemns the practice of insisting upon the after-professional-training of teachers who have reached their "professional majority."

To put it in still plainer English, my main point is that there should be a time when a teacher reaches his professional majority, after which his professional growth

³ Illinois Commission, 1908-10.

⁴ Betts, "The County Institute," *Schoolmen's Week*, 1919, p. 208-11.

⁵ Betts, *op. cit.*, p. 211.

⁶ Milnor, *G. B. Schoolmen's Week Proceedings*, 1919, p. 226.

⁷ From answer to inquiry of Mar. 1, 1922. (q. v. appendix.)

⁸ Bulletin No. 3, 1922, U. S. Bureau of Education, *op. cit.*

should be motivated by his own professional needs and he should no longer be pestered by time-consuming and distasteful general requirements.⁹

For the teacher who is teaching in the "trial period," Ruediger would prescribe summer session work or extension courses until she attains to the "professional majority" group. Ruediger, therefore, does not advocate the institute as an agency for training teachers in service, for he thinks that the annual county institute contributes "very little"¹⁰ to the professional training of teachers. In spite of this authority's dissension from the claimed aim of the institute that it serves as a means to train teachers in service, we can consider the claim with the view of determining the soundness of the proposition.

This study cannot discuss even in a general way teacher training agencies or facilities in Pennsylvania. To advance the proposition, however, that institutes should be a means for the after-training or improvement of teachers in service, it can be assumed that there are many agencies to improve teachers in service, but only a few to train them for service. We are limited in Pennsylvania to our thirteen State Normal Schools and to our colleges thru their departments of training teachers *for service*. To these we should add the Summer Schools, tho these usually take the teachers already in service. The agencies for training teachers in service are numerous, but among the most effective are supervision, inspection, and standardization; attendance at summer schools; correspondence courses with state and private institutions; extension courses; college courses in residence during school year; visitation days; demonstration classes either in the local system or in other schools; attendance at state conventions, the sabbatical year, etc.; and thru local and county institutes.^{11, 12} Undoubtedly other means for improving teachers in service can be named. The number of agencies is, indeed, pretentious. It is safe to say that if all these agencies existed in 1857, county institutes would never have originated and continued as they have. This fact must be borne in mind.

Neither can it be denied that there is need for training teachers in service. The thousands of teachers who attend summer sessions

⁹ Ruediger, "Schoolmen's Week Proceedings," 1917, p. 64, and School and Society—Jan. 27, 1918.

¹⁰ From answer to inquiry of March 1, 1922.

¹¹ Updegraff, H., Training Teachers in Service, N. E. A. Proceedings, 1911.

¹² Ruediger, Improvement Teachers in Service, Bulletin U. S. Bureau, No. 3, 1911.

and who take extension and resident courses during the school year are an evidence of this fact, not to mention the lack of a sufficient number of adequately trained teachers, and the large number of young and inexperienced teachers. Besides,

there is still another phase of the situation which makes it necessary to provide training for teachers during their period of service. The science and art of teaching are growing by leaps and bounds. Social conditions which the teacher must meet are also in constant change. If a teacher, Rip Van Winkle like, goes to sleep with the preparation that even the best training course can give to-day, to-morrow he will be out of date.¹³

A further justification for the training of teachers in service may be seen from the fact that:

The principles and practices, theory and the art of education, are constantly undergoing, in common with the other phases of civilization, modification and development. Likewise, the field of knowledge in which instruction is given and the habits which education seeks to form, are always changing.¹⁴

With all these agencies at hand, the relative value of the institute can be questioned, and seriously so, at present. No matter how well this institution might have done its work 25 years ago, that in itself cannot justify it. The institute must stand on its merit as an agency to improve teachers in service as compared with the others mentioned. We are attempting to study the institute according to efficiency principles. The institute is an enterprise; it costs money; it does or does not turn out a product. Does the product, or the result cost too much? Can the same result be secured for less expense? Is the aim of the present institute sufficient to meet a situation or need for the improvement of teachers? Is the personnel of the institute an efficient one? Is its organization satisfactory to carry out its aims? Most of these questions have already been answered in the chapters on "Finance," "Organization," and "Programs." It remains, however, to discuss specifically the institute as a teacher training device in the light of our present needs.

The training of teachers in 1857 when institutes had their legal origin was a comparatively simple matter. The institute then, thru its program and organization, performed a distinct service not only in giving teachers some training in subject matter and professional outlook, but assisted in developing a proper public attitude towards education, and the public schools in particular. Gradually, education

¹³ Manuel, "School and Society," Dec. 31, 1921, p. 633.

¹⁴ Updegraff, H., N. E. A. Proceedings, 1911, pp 433-41.

has been reduced to a science and teaching raised to a profession in which its members have been slowly but surely required to show real professional training. The teacher of fifty years ago, indeed a good deal less than that, finds that his or her simple knowledge of the three R's cannot cope with present day requirements for certification when at least a high school education and a two year Normal School course are essential. Teaching has become a job, requiring a specialized training which the teacher training school alone can give. Basic professional training of teachers, is, therefore, inconceivable in any five (5) day or series of five (5) day institutes, no matter how highly organized and programmed.

The analysis of the county institute program in the preceding chapter gave an indication of how sadly lacking is the ordinary program in those subjects which to-day loom large in the professionally specialized educational courses in our colleges and Normal Schools. No one will deny that inspirational and professional zeal are necessary, not only in teaching, but in every other learned profession. It must be admitted that education has no monopoly of those dynamic spiritual forces, and it is almost a derogatory aim to say that inspiration should furnish one-half of the instruction in the institute program. It is merely sufficient to add that inspiration and general instruction will not, alone, earn certification. It is concrete, specific training for the real job of teaching that will count, just as such training will count in law and medicine. The institute, to function, should, therefore, help teachers to meet specific problems in their work, and in the daily development of new conceptions in education. Ruediger has well pointed this out in discussing the in-service "professional side" of the teacher:

On the professional side we should in general place such matters as (1) the instruction of new methods and devices, e. g., the introduction of standard scales and tests; (2) changes in the curriculum, e. g., the introduction of nature study; community civics, or school banks; (3) significant modifications in rules and in administration, e. g., the lengthening of the school day or the adoption of the six-six plan; and (4) the concerted study of those contributions to educational literature that are of group interest, e. g., typical school surveys. . .¹⁵

The institute does not do this. The institute should help the inexperienced teachers. It does not do so. The institute should focus attention on the rural school. It fails to perform this function, even tho a large proportion of the teachers are attending county institutes,

¹⁵ Ruediger, *Schoolmen's Week Proceedings*, 1917, p. 63.

are rural teachers. If teachers were being trained in service, their technique of teaching, their understanding of modern methods, devices, and changing conceptions of education, would be improved. The institute cannot be credited with any such deliberate intentions, judged by the instruction given.¹⁶

What do competent authorities or those capable of judging say? We may be justified in saying that those who are in immediate and direct supervision of teachers should know. Two hundred district superintendents and supervising principals from all sections of the state answered this question:

To what degree does the Institute actually function as an agency to improve teachers in service?

These were the replies:

Much	68
Little	124
None	7

County and district superintendents themselves have expressed themselves on this same query. Of the 66 county superintendents in the state, 1 said teachers showed no improvement after the Institute; 5 little; 28 medium; 24 much; 6 did not answer.

District superintendents who hold separate institutes said: 0, none; 4, little; 15, medium; 9, much; 14 did not answer.

Superintendents and supervising principals who unite with the county institute said:

4, none; little, 15; medium, 15; much, 5; doubt, 1.

The combined judgment of county, district, superintendent and supervising principals—128 in all was as follows:

None, 5; little, 24; medium, 58; much, 40.

It should be borne in mind that practically all these supervisory officers not only attend the institutes, but have an unusual opportunity to observe whether or not the instruction given at the institutes functions. Only one-third of these officials claimed that the teachers they observed had improved "much"; 25 per cent believed they had improved "little" or "none," while 45 per cent thought that the improvement shown was "medium."

What is the relative value of the institute in the improvement of teachers in service as compared with other agencies? This is a difficult question to answer statistically. However, it would seem without

¹⁶ Chapter on "Programs," q. v.

need of proof that the summer school with its six weeks of continuous courses, or the intra year college or extension courses would be infinitely more efficient. As has been shown, the institute offers no continuous program; its instruction is more or less promiscuous, of the hit or miss kind; and tho it may offer teachers some acquaintance with certain tendencies, it now gives very little, if any real training for service, or incentive for prosecuting organized professional study.

Any effective program of teacher improvement must offer some opportunities for continuous growth thru attendance at some institution or thru organized courses of professional reading, supplemented with definite checking systems for determining achievement or accomplishment of assigned or required courses. All the agencies mentioned for improving teaching will do this except those agencies which are of the "convention type," in which class the institute as at present generally organized and conducted will fall. One serious fault of the institute is its failure to do this very thing. There is no relationship between the program of one year with that of another; there is no standard set for the continued professional growth of teachers after the closing of the institute. There is very little preparation for this institute. This is very well shown by the fact that in only eight counties in 53 were there committees or organizations of any kind whatever to take charge of the professional reading or literature activities; whereas in only seven counties were there committees to organize educational meetings as a follow-up of the county institutes. True, in nearly every county a list of professional books was given, but there is no way to know to what extent county superintendents check up their suggestions for professional reading.

Apropos of determining the relative value of the institute as a teacher improvement agency, the county superintendents of Pennsylvania were asked this question: "If it were legally, financially, and otherwise possible, would you substitute summer session work for teachers in Normal School or College for the institute?" The answers by county superintendents were as follows:

Yes, 17; no, 30; doubtful, 5; no answers, 11.

The answers by district superintendents were as follows:

Yes, 59; no, 21; doubtful, 1; no answers, 13.

The combined judgment of 133 superintendents who answered the question is as follows:

Yes, 76; no, 51; doubtful, 6.

The following question, worded differently, but of the same purport, was put to the principals and supervising principals in the state, of whom 200, from nearly every county, answered: *If it were in every way possible and within your power, would you employ or prefer to employ the money now being spent by your district to pay for teachers' attendance at the Institute for other school purposes instead of attendance at Institutes?* The answers were: Yes, 138; no, 58. This is a clear indication that there must be other purposes to which the institute money can be put in order to secure the improvement of teachers in service.

The question was followed up by another in which supervising principals should indicate two ways in which the equivalent sum would be spent, giving first and second choice. These choices are valuable in that they express the judgment of administrative officials who have to deal daily with the teacher problem so far as its improvement is concerned. These choices follow:

TABLE XXVI—IMPROVEMENT AGENCIES

Methods of Improving Service	No. First Choice	No. Second Choice
a. Closer supervision.....	27	6
b. Additional teacher or teachers for regular or special subjects.....	16	16
c. Better library facilities.....	4	15
d. Sending deserving teachers to summer school by paying all or part expenses.....	27	19
e. Better salaries for some or all teachers....	18	21
f. Paying expenses to selected teachers for ob- serving work in other schools.....	12	31
g. Securing experienced and successful educators to address teachers on specific problems	32	32

It is evident from these choices that those supervising principals who prefer to expend the equivalent institute attendance money would spend it on (1) Securing experienced educators to address their own teachers on specific problems, and (2) Sending deserving teachers to summer schools.

The supervising principals were also requested to name the three agencies which they thought would improve teachers in service most. The summary of first, second, and third choices are given in Table XXVII.

It will be seen that supervisory officials' judgment is pronouncedly in favor of agencies other than the institute to improve teachers in

TABLE XXVII—IMPROVEMENT AGENCIES

Agencies	First	Second	Third	Weighted Points
a. Summer School for 4 or 6 weeks.....	116	26	15	415
b. Professional Reading.....	39	42	15	216
c. Closer supervision.....	10	6	20	62
d. Correspondence courses.....	5	6	9	36
e. Teachers' Associations or Conventions...	3	12	5	38
f. Demonstration classes either in own schools or elsewhere.....	11	42	23	140
g. Helping teachers for rural schools.....	1	2	1	8
h. County or City Institutes.....	3	3	11	26
i. Visiting other schools.....	9	46	23	142
j. Local Institutes.....	0	4	4	12
k. Two or three day educational meetings stress big movements in education and make for professional spirit.....	7	15	48	99

service. Even one-third of the county superintendents would prefer the summer school (1919); seventy-three per cent of the district superintendents, and seventy (70) per cent of the supervising principals would prefer to spend the equivalent sum of money in other ways. It is interesting to note that supervising principals would prefer to spend the equivalent institute fund in the following order: (1) securing experienced and successful educators to address teachers on specific problems; (2) Sending deserving teachers to summer school by paying all or part of expenses; (3) closer supervision; (4) better salaries for some or all teachers, and (5) additional teacher or teachers for regular or special subjects. It is very pertinent to the inquiry to call attention to the first preference, viz. discussions by authorities of specific problems.

Teachers' Preferences of Improvement Agencies

Following the plan of the inquiry, groups of teachers were asked to give their preferences, if a choice were possible, as to whether they preferred (a) institutes as at present organized, (b) two or three days educational meetings, (c) well organized system of local institutes, or (d) summer sessions. In all 1376 teachers in six counties, four urban districts, and a group in a summer session (State College, 1921) answered this question. (Appendix, q.v. No. 10.) Table XXVIII gives the summary of these replies.

TABLE XXVIII—TYPE TEACHER TRAINING AGENCIES PREFERRED BY TEACHERS

Type	First	Second	Third	Weighted -Points	Per Cent.
a. Institute.....	890	179	83	3091	42.
g. Two or Three Day Educational Meetings	176	364	297	1553	21.2
c. Local Institutes.....	68	288	340	1120	15.2
d. Summer Sessions.....	242	306	251	1589	21.6

On the surface it appears that an overwhelming number of these 1376 teachers prefer the institute as at present organized and conducted (890 or 64 per cent of first choices). This, however, is far from the real situation, when we consider the first, second, and third choices. This shows that 58 per cent do not prefer the institute. Even when the first choices are only considered, we still find that 36 per cent do not prefer the institute. This is a very substantial number. When the weighted points are taken into consideration we find that summer sessions have a preference of 21.6 per cent. It would be interesting to know teachers' reactions at present after 12,000 teachers of the state attended summer schools in the summer of 1921, and 29,000 attended in the summer of 1922. As has been pointed out, 64 teachers out of 134, who answered this inquiry at State College in the summer of 1921, preferred the summer session, 37 the institute, and 21 two or three day educational meetings. These choices are a decided contrast to the preferences expressed before the movement for higher certification began.

Four Urban Groups

Let us consider the preferences of the four urban districts, the summer session group, and the rural and town groups of two typical counties, Clearfield and Northumberland. We find in the four urban districts that 58 out of 132 teachers prefer summer sessions, 31 two or three day educational meetings, and 29 institutes. Out of 134 teachers at State College Summer School, 64 preferred summer sessions, 37 institutes, and 21 two or three day educational meetings. In other words, in these two groups, 253 being town or urban teachers, only 66 favored institutes, 122 summer sessions, 52 two or three day educational meetings in each county. It, therefore, appears that in a small sampling of town teachers, representing nearly every county in the state, about 25 per cent. favor institutes, 46 per cent. favor summer

sessions, and 20 per cent. two or three day educational meetings. The remaining 11 per cent. either favored local institutes, or did not answer.

Rural and Town Groups

It is urged that county institutes are necessary because of the large groups of rural teachers who are away from educational facilities and who need the institute to put them in touch with new thought, new methods, and new contacts and outlooks. The rural teacher population needs to be analyzed before such a conclusion can be claimed. We need especially to know the attitude of rural teachers towards increased professional preparation which manifestly cannot be secured in the county institute. An analysis of the rural and town teacher population in Clearfield and Northumberland Counties reveals the following suggestive facts:

(a) Rural Group-182

Number of rural teachers in the two counties answering:

Clearfield.....	136	
Northumberland.....	46	182

Number of rural teachers in two counties with Normal School and Permanent Certificates:

Clearfield.....	22	
Northumberland.....	7	29

Number with Normal School and Permanent Certificates preferring Institute 23

Number with Normal School and Permanent Certificates preferring Summer Session..... 6

Number with Professional and Provisional Certificates..... 153

Number with Professional and Provisional Certificates favoring Institute..... 97

Number with Professional and Provisional Certificates favoring Summer Sessions 38

(b) Town Group—171

Number of Town teachers with Normal and Permanent Certificates:

Clearfield.....	80	
Northumberland.....	32	112

Number of Town teachers with professional and provisional Certificates:

Clearfield.....	41	
Northumberland.....	18	59

Number Town teachers with Normal and Permanent Certificates favoring Inst. 78

Number Town teachers with Professional and Provisional Certificates favoring Institute..... 36

Number Town teachers with Normal and Permanent Certificates favoring Summer Sessions..... 16

Number Town teachers with Professional and Provisional Certificates favoring Summer Sessions..... 20

It is plain that of the 153 rural teachers who have only a professional or provisional certificates, 97 or 63 per cent prefer institutes, 39 or 25 per cent summer sessions. Of the rural group of 29 who have regular Normal or Permanent certificates, 23 or 80 per cent prefer institutes; while six or 20 per cent prefer summer sessions.

Of the town teachers 112 out of 171 have Normal or Permanent certificates. Of these 112, 78 or 69 per cent prefer institutes, and 16 or 14 per cent prefer summer sessions. 59 out of 171 town teachers have Professor or Provisional certificates. Of this group 36 or 61 per cent prefer the institute, 20 or 34 per cent summer sessions. The significant facts in this analysis of preferences in town and rural groups in two typical counties of the state, representing 353 teachers, nearly equally divided in number are:

1. Sixty-five and one half per cent (65.5) per cent of town teachers held a form of permanent certificates, while only 16 per cent of the rural group held permanent certificates, i. e., Normal School Diplomas or a form of State Permanent.
2. Of teachers holding a form of Permanent Certificate, 71.6 per cent preferred county institutes to summer sessions.
3. Of teachers holding a form of temporary certificate, mainly provisional, 62 per cent prefer county institutes, 27 per cent summer sessions, 11 per cent. two day educational meetings, local institutes, or not answering.

It thus appears that those who need the summer session work in order to secure a higher form of certificate, preferred the county institute to summer sessions for teacher improvement, in the ratio of 62 to 27. Teachers who do not need the summer session for certification purposes (1919), had a strong preference for the county institute. It is logical to expect that teachers who have secured a form of permanent certificate would so prefer, but it is rather strange that teachers who do not have permanent certification should prefer the institute to summer session. However, an analysis of the attendance at our summer sessions before last year (1921) would undoubtedly reveal the fact that those attending summer sessions are in the main town teachers with permanent certificates.

The striking situation that we are concerned with at this point is not that teachers with some form of permanent certificate—State Normal Certificate, Diploma, or State Permanent—have a strong preference for Institutes, but that teachers with minimum professional accomplishments, should express such a preference. This fact at once suggests whether or not Seerley was right when in 1908 he made this assertion:

. . . it (the institute) has also had the counter effect of making teachers *satisfied* with minimum educational qualifications, and with empirical training, so that the majority of them have long since concluded that when they have enough scholarship to secure a brief license to teach, and have added to this annual attendance at the teachers' institute, they have shown sufficient professional evidence of their individual capacity as educators.¹⁷

In other words, it would appear as though the Institute actually up to 1919 connived at minimum certification. It would appear that teachers who held low type certificates did not have a great degree of persistence to secure a higher type.

This tendency is strangely corroborated by a recent study on "The Status of the Rural Teacher."¹⁸

It is evident that only 38 per cent of the number of teachers reporting had had supplementary training during service.

This refers to the one room rural teacher who held a type of temporary certificate—provisional, professional, and also permanent. It is a coincident that in this independent study in another field, it should develop that in these two typical counties, only 38 per cent preferred other types of teacher improvement agencies. King further analyzes the agencies employed by the 38 per cent as follows:

8 per cent in summer academies, 10 per cent in summer local or county normal schools, 12 per cent in summer State Normal Schools, and 6 per cent in summer college courses for teachers.

In this distribution there is another coincident situation, which should give room for thought as to the lack of persistence of teachers with low type certificates for the higher and more permanent type. A very small percentage of these teachers attend summer college courses for teachers, according to King only 6 per cent. This percentage is also corroborated by an investigation carried on by the writer at State College, summer of 1921, when in a group of 411 teachers taking special methods courses in the elementary subjects, only 25 were one room rural teachers, or six (6) per cent, the same per cent reported by King as attending summer college courses.

To sum up the possible relationship that exists between the persistence with which teachers holding temporary certificates with their desires for teachers' institutes and summer sessions, it may be said that 80 per cent of the rural teachers in the two typical counties studied held temporary certificates; (this per cent also corresponds

¹⁷ Seerley, Homer, "Practical Value of Institute System," "Educational Review," Nov. 1908, p. 357.

¹⁸ King, L. A., "Status of Rural Teacher in Pa.," Ch. V.

pretty closely with the per cent reported by King,¹⁹ who says that 76 per cent of rural one room teachers hold provisional or professional certificates), that of this 80 per cent, only 27 per cent prefer summer sessions to the institute; that this preference undoubtedly shows a certain attitude of this group towards professional growth and zeal; that this attitude is contradictory of the claim made for the institute; that "many times it stimulates teachers to a more serious view of the profession and to enlarged scholarship," as one superintendent has put it; that a different attitude is to be expected from a group of teachers in service in our rural schools, "25 per cent of whom have had only an elementary education, and that 2 per cent of these 25 per cent had not even completed this elementary training."²⁰ Legal enactments, of course, will now (1922) demand that such teachers secure by 1927 the type of certificate that represents a minimum of a two year Normal School course, or its equivalent. This, however, does not eliminate the facts of the preferences in the two counties studied.

Teachers' Reasons for Retaining County Institute

Teachers in answer to the question whether or not the institute should be abolished, throw an important light on the actual functioning of the institute as a means of improving them in service. A very large majority of teachers are in favor of retaining the institute. What reasons are given for its retention? Not all teachers—in fact only a few—gave reasons for its retention. An examination in two counties, Chester and Susquehanna, shows that out of 239 who answered the inquiry, only 150 gave reasons for the retention of the institute. These replies are typical. We note the following:

TABLE XXIX—REASONS FOR RETENTION OF INSTITUTE

Reasons	Chester	Susquehanna
1. Helpful and valuable.....	21	4
2. Inspirational.....	34	29
3. New Ideas and New Methods.....	33	4
4. Solves Problems.....	4	
5. Discussion of School Problems.....	2	
6. Helps inexperienced.....		3
7. All others.....	7	9
	—	—
	101	49

¹⁹ King, "Status of Rural Teacher in Pa.," Op. Cit. Ch. V.

²⁰ "Study in Teacher Shortage," Pa. State Dept. of Education, unpublished, quoted by King in Op. Cit., Ch. IV.

These answers are typical of those found in ten other counties. They are merely valuable to show that teachers regard "inspiration" as an important reason for retaining the institute. It is noticeable, however, that 33 out of 101 replies in Chester County stressed "new methods and ideas," a reason easily understood when the institute program of this county is studied.

We may seriously question, therefore, whether these answers are an indication that the institute actually functioned in these two cases in doing what is ordinarily meant by improvement of teachers in service.

Judgment of Educators

In addition to the judgment of county and district superintendents, supervising principals, and teachers as to the value of the institute as an agency in the improvement of teachers in service, we have the judgment of a number of educators in many fields—men who have worked on the institute, who have observed its organization and conduct, and whose observation is valuable because of its source and reliability.

Dr. Frank P. Graves, Dean of School of Education, University of Pa. (1919): "We could far better afford to spend the public money in furnishing opportunities for serious study at first class summer schools to the ambitious teachers than in lavishing it for the indifferent ones upon the vaudeville and hot air that too often passes as a teachers' institute."²¹

Supt. Balsbaugh, Lebanon: "The actual results in teacher training claimed for institutes are usually greatly overestimated by those who conduct the institutes. Many allow their enthusiasm to direct their judgment and they accept appearances as results."²²

*Annual Teachers' Institutes . . . have for some years been under suspicion as wise means of investing public funds and they are quite often a source of dissatisfaction to the older and better prepared teachers.*²³

The following excerpts are taken from replies to an inquiry by the writer on Institutes.

(a) In your experience with County Teachers' Institutes, have you found that they actually contribute to the professional training of teachers?

(b) If so, in what ways?²⁴

²¹ Schoolmen's Week Proceedings—1917, p. 73.

²² Schoolmen's Week Proceedings—1917, p. 75.

²³ Ruediger—"Spirit of Teaching Corps"—School and Society, Jan. 26, 1918.

²⁴ Inquiry to Educators, March 1, 1922. q. v. Appendix.

Dr. P. P. Claxton—former U. S. Com. of Education: "I believed that the institutes were accomplishing much good in the way of creating spirit and enthusiasm and co-operation. On the other hand, I have wondered just what other results, if any, came from them. Very frequently the lectures do not take hold on any very definite problems of school management or instruction. Many of those which I have heard, and which seemed to be most pleasing to the teachers, seemed to me to have very little practical value, except for the things which I have already mentioned."

Dr. J. H. Minnick, Dean School of Education, Univ. of Pa.: "Only in a very small way. My only experience was as a county school teacher. The institutes were very poor. The most I got out of them was association with other teachers. This does not say they could not be made worth while."

Dr. D. A. Anderson, State College, Pa.: "They make a very slight contribution if any at all. A few good things are driven home and remembered by those who hear."

Dr. C. E. Chadsey, Dean of School of Education, Univ. of Ill.: "Yes, when they are really professional institutions. The opportunity for teachers of the county to hear at first-hand the ideas of leaders of educational thought and practice ought to have certain effects in improving their work and stimulating them to a higher type of educational activity."

Dr. W. C. Ruediger, George Washington University, Washington, D. C.: "Very little."

Dr. George D. Strayer, Columbia University, N. Y.: "In my opinion, county institutes as ordinarily organized have little value for the professional training of teachers. In some cases these institutes have been organized in such manner as to make them valuable. Where teachers have been definitely organized in groups corresponding to their professional work, I mean by grades, rural schools, high schools, and the like, and where they have been asked to consider definite problems of teaching, organization, discipline, and the like, involving their discussion of these problems some good has been accomplished."

W. S. Deffenbaugh, Specialist U. S. Bureau of Education: "In reply to your inquiry regarding teachers' institutes, I would say that a teachers' institute, as usually conducted contributes very little to the professional training of teachers."

Dr. Payson Smith, Com. of Education, Mass.: "Out of my experience in the institutes of Pennsylvania and other states, my conclusion is that they are of undoubted value. They serve as a means of impressing on teachers the magnitude and the dignity of the profession with which they are connected. This is a matter of no small value especially to beginning teachers and to teachers in small schools."

W. H. Allen, Director, Institute Public Service, New York: "There are some institutes that are demoralizing and chloroforming and others that are a veritable baptism in their vision."

Dr. Frank P. Graves, Comm. of Education, State of N. Y.: "It depends upon the institute. Ten years ago the Pa. institutes were worth little, except as vaudeville. Lately, especially since the great educational leader, Dr. Finegan came to the State, they have become more departmentalized and effective."

(b) "Presenting new phase of educational and administration, content, and methods. I consider the so-called 'inspirational address' simply a disguise for 'hot air.'"

Dr. Chas. H. Judd-Director of School of Education, Chicago University: "I think a great deal depends on the teacher herself in this matter. If she has done some reading in advance of the institute and if she is stimulated to follow the institute with

some professional reading, I think that the outcome is always advantageous. On the other hand, I have known teachers who seemed to me to get very little indeed out of these institutes.

I think some of the poorest educational addresses that I have ever heard have been made at these institutes. They seemed to me to be utterly without justification. When I contemplate that type of address and the careless teacher, I say—discontinue the whole business."

Dr. W. C. Bagley, Teachers' College, New York: "I have had a good deal of experience in teachers' institutes. Sometimes I have felt on returning from an institute that my time had been well spent and that the teachers assembled gained something from the experience. More frequently I have been forced to conclude that my own time was wasted and the time of the teachers worse than wasted."

Dr. L. D. Coffman, President University of Minnesota: "I have always felt that we are spending much more money on county teachers' institutes than we should, and yet, on the other hand, I am thoroughly convinced that they have been a tremendous force throughout the country in improving the professional attitude of teachers, but it seems to me that the long institute, that is the five day institute, has practically served its purpose, and that only an occasional person is thoroughly well qualified in every way to address teachers by the thousands.

Most county institutes in the past have suffered because the only one prepared to speak was the speaker himself. The teachers in attendance are not expected to make any preparation whatsoever. They came to listen. Listeners who have nothing to contribute seldom ever carry much away with them."

Mr. A. C. Monahan, former Specialist U. S. Bureau of Education: "The institute does so much to keep teachers interested professionally in her work that it is still, I think, very valuable."

Dr. J. H. Kelley, Secretary P.S.E.A. Harrisburg, Pa.: "Yes—

1. Methods of Teaching
2. Professional Spirit
3. Broaden Educational Outlook
4. Inspirational Uplift.

Dr. J. L. Eisenberg, Prin. Slippery Rock State Normal School: "In many counties, no. In many counties rather remote from the centers of population, yes, very much so. By instruction in methods, management and organization of the school.

Inspiration of the teacher.

By personal contact of those engaged in similar work.

Instruction of the community."

Prin. C. H. Fisher, Bloomsburg State Normal School: "In a few Institutes where they had a definite program.

Professional attitudes.

Educational Outlook.

Educational Methods.

Roxanna A. Steele, Director Training School, Bloomsburg State Normal: "Well planned county institutes have contributed greatly to the professional training of teachers. The instances, however, are rare. The ten day institute is far superior to the so-called five day institute which is usually practically a three and one-half day institute. The summer school has almost entirely done away with the necessity of a ten day institute, and anything less than this is of questionable value."

Miss Mabel Carney, Prof. of Education, Teachers College: "I believe very heartily in *good* teachers' institutes but I quite agree with you that it is time to pause and ask whether Pennsylvania is getting value received for the large amount of money expended in this activity.

Your institutes on the whole are as good as any I have ever worked in and I have done work of this kind in about 35 states. But even at this, I do not think you are obtaining the results which might be secured. . . .

If I were reforming your Pennsylvania system of institutes, I should urge teachers to attend summer schools and then reduce the institute to a three day meeting. For this shorter meeting I would then secure several of the biggest and best educational leaders of the country as general lecturers and then devote two or three half day sessions to section meetings. With this I should keep the teachers at work constantly during the year upon *constructive plans* and *policies* which could be reported at the institute."

Miss Margaret T. Maguire, Supervising Principal McCall Public School, Philadelphia, Pa. who has appeared on many Penna. Institute programs: "My experience in Institute work has been so varied that the results obtained at different times are almost incomparable because of their great variation. My general impression is that the short Institute is the more successful method of instructing teachers. When, however, the superintendent has control of his people, and selects well trained speakers, organizing so that definite training in sectional work is given, the large Institute gatherings are full of inspiration. I have been interested to note that the teachers in rural districts have knowledge of many of the great speakers on the platform. They really have more intelligent knowledge of these speakers than the ordinary city teachers."

Contribution of the Institute on a Specific Group

It is a very difficult matter to arrive at the real affect of an institute program on any group of teachers. The judgment of teachers and supervisors is naturally more or less tinged by their preconceived notion of the institute. The only fairly certain method of checking up any institute would be a close follow-up of the institute by first hand observations of the teachers' school room procedure and teaching before and after the Institute. This is very difficult because of the time required and the testing that would have to be employed. An effort was made, however, to follow up the institute programs of three counties by submitting a direct questionnaire to a selected group of 50 graded teachers, 25 high school teachers, 40 rural teachers, and twelve principals. The questionnaire used is given in the appendix. ("f") It will be noticed that this inquiry was direct, specific, and based entirely on the principle that to answer the questions specifically would reveal some functioning of the institute program.

No attempt will be made to analyze any more of the replies than will indicate tendencies. It is admitted that the number of those

replying is too small to base definite conclusions. The sampling, however, is fairly suggestive.

Question 2

TABLE XXX—WAYS IN WHICH THE LAST COUNTY INSTITUTE WAS VALUABLE:

	No.	Answering	Inspiration	Methods	Information
Graded Group.....	50	44	24	10	5
High School.....	25	22	7	3	6
Rural.....	42	38	11	7	7
Principals.....	12	10	6	0	2
	129	114	48	20	20

Forty-two per cent of these three groups gave inspiration the highest value; methods second with 17.5 per cent; information third with same per cent. Almost 20 per cent of those in the rural group answering gave the social contacts equal value with methods; five or 12 per cent. gave school management. The high school group gave information equal rank with inspiration. None of the principals gave methods; 3 of the high school teachers gave methods.

Among the rural teachers three with 31, 15, and 15 years of experience respectively, gave inspiration the first value. On the other hand one teacher with 17 years of experience, gave inspiration the lowest value. Three teachers with 13, 8, and 6 years of experience respectively, gave methods of teaching the second value. The majority of the principals who had had long years of experience gave inspiration the highest value, or second highest. This was generally true of the teachers who had had many years of experience.

Question 3

Direct Values of the last County Institute as to

- a. Errors it has helped you to correct;
- b. New methods it has given you;
- c. Impetus given you to study or read:
 - Professional books—name them:
 - Non-Professional books—name them:
 - Professional magazines—name them:
- d. Devices, schemes, influences, etc., last institute has contributed in improving your school work.

It was very difficult to get replies to this question. Perhaps, it was too definite and too exacting. Of the 50 graded teachers, 23 did

not answer 3a; 30 failed to answer 3b; 30 did not answer 3c; 31 did not answer 3d.

Some of the errors corrected as a result of the institute were:

Keeping out of the rut; definite assignments; errors in arithmetic; study habits of children; poor methods in teaching of reading; irresponsibility in children; careless reading; too much time spent on technical grammar; errors in paper cutting; errors in teaching of reading and language (7); impatience. Some of the new methods used were those to be expected as the reverse of the errors corrected. The methods specifically mentioned are few and of a very general character. Some are:

Short cuts in arithmetic; more concrete work in arithmetic; stressing of arithmetic; silent reading; better methods of teaching reading, language, and drawing.

These replies are an excellent illustration of the way in which an institute program may function. An examination of the programs of the three counties from which these teachers come shows that in one county Arithmetic was stressed in a competent and interesting way, while in another the teaching of Reading or Language and demonstration classes in drawing and paper cutting were features. None of the work of the other score or more of instructors seems to show in any definite way. Occasionally some one lecturer's name is mentioned as being one who "inspired," but nothing specific is seldom given.

Replies to the third question also indicate that the graded group did not receive much impetus to read professionally either books or magazines. Only 20 out of 50 answered the query bearing on professional reading. It is fair to assume that any teacher who did any reading as the result of the stimulus of the institute would take credit for it. Of the 42 rural teachers, 10 said that they had been influenced to read; 32 did not reply to this query; 16 said that they were reading professional periodicals; 26 made no reply. The books and magazines that were mentioned were for the most part the books recommended on the county reading lists, or books written by several of the lecturers, or specifically mentioned by the lecturers. Of the 16 who reported out of the rural group as reading professional periodicals, 14 were reading the same one—a magazine sold on the so-called "institute tables." Some mentioned "Literary Digest," "Ladies Home Journal," "National Geographic Magazine," and the "Pathfinder" as professional periodicals. The replies as to devices, schemes, influences, etc. (3d) are meager, and in most cases a repetition of 3a. Thirty-one failed among the graded group to answer this. The high school group invariably passed this by.

The replies to question 4 showed very little functioning on the part of the institute. The replies of the graded and high school groups were negligible. The replies of the rural and principal groups are summarized as follows:

Question 4

Did the last County Institute influence you in any of the following activities?

TABLE XXXI

	Ungraded Group 42		Principals—12	
	Yes	No answer	Yes	No answer
Use of building.....	10	32	4	8
Children's Health.....	12	30	5	7
Co-operation with Home.....	19	23	6	6
Changes in Course of Study.....	7	35	2	8—2 none
Community identification.....	5	37	2	9—1 nothing

Some of the typical answers under question 4 are:

Rural or Ungraded Group	Principals
a. Use of Building-Parent-Teacher Assn.; Lit. Soc'y.; Ill. Lectures.	a. Corn shows; singing school; corn show.
b. Sanitation; correct posture; ventilation; fresh air; round shoulders; importance of care of the body.	b. More exercise; care of teeth; importance outbuildings; better heating.
c. Co-operation with home; association formed; visiting parents and sick pupils; interest of home in school aroused; better discipline thru Parent-Teacher Association.	c. P-T Assn. formed; get acquainted with parents; interest of home in school.
d. Stress practical.	d. Added public speaking and mental arithmetic; stress practical.

After all the most suggestive situation in the matter of question number 4 lies in the fact that a very large proportion of the groups failed to answer the question, which was very direct and plain.

Question 5—"Inspiration"

Since the term "inspiration" plays such an important function in this entire inquiry, it was thought advisable to attempt to determine

to what degree, if any, inspiration functions in better teaching, in so far as it may be possible to measure such an abstract conception. The term "inspiration" is widely and loosely used. Any address or performance of a professional nature that gives pleasure, is labelled "inspiring." If inspiration functions as a factor in the training of teachers there must be some dynamic mental and spiritual force which urges them to self improvement and to greater service. In the last analysis inspiration can result only in developing certain professional attitudes. These attitudes will assist a teacher to grow either academically, professionally, or in skill.

The question asked these groups was:

"If the last Institute was *inspiring*, state in what respects or in what way it was *inspiring*?"

This may or may not be a fair question. If, however, more than 50 per cent of those teachers who have answered the questionnaires give "inspiration" as the highest value of the institute; if superintendents and other supervisory officials attach the same high value to this quality; and if the institute programs are practically 50 per cent inspiration, then it seems that this question is fair. This question was answered by 16 out of 42 rural teachers, 9 out of 12 principals; 16 out of 25 high school teachers, and by 21 out of 50 grade teachers, or a total of 62 out of 129 represented in the four groups. Many of the answers are interesting but not illuminating. Invariably the term is defined in terms of itself, or in terms of certain well known adjectives. With the exception of several specific references to several lecturers as "inspiring speakers" or "inspiring men," there is nothing tangible or concrete in the 62 replies to give any other result than many good sermons might be expected to give to the members of a congregation. There is nothing to show in the replies that this same "inspiration" did not exist before the institute. The terms usually used to explain this contribution are "enthusiasm," "courage," "uplift," "zeal," "interest," "influence," "culture," "earnest," "responsibility of the teacher," "inspire to something higher," etc. A few examples will illustrate how teachers view the inspirational function of the institute:

"It gave encouragement and inspiration rather than anything definite."

"More interest for my work—more desire for better results."

"Dignity of service and responsibility; need for teaching our pupils to become good citizens; inefficiency of myself."

"Aroused new interest, gave new thoughts."

"To make my school better, to get my pupils interested, develop love for study, to make pupils feel that I am their friend."

"Inspired to making teaching a profession and to earn a Normal School Certificate."

"Inspired me to do my best and not to worry; find out what is useful in after life."

"Felt that the standard of my school should be improved, that instruction could be better, and that methods were not the best."

"Greater respect for the profession."

"Realization of the aims of teaching."

"Taught me to work more zealously."

"Made me feel I was not doing all I could."

"Effect was uplifting and helpful."

The judgment seems to be very strong that the institute program does develop a high sense of professional earnestness and mindedness. That the institute, whether thru its program or thru its group consciousness and stimulation, does center thought on the ideals of teaching service there can be no doubt, even tho, undoubtedly, many of the expressions concerning the inspirational function are conventional and more or less the result of habit. This function of the institute is no different from that of any other convention where suggestive stimulation plays a large function.

Question 6—Improvement of Teachers' Work After the Institute

Question six—"Do you think your school work has improved appreciably since the last County Institute?" was a direct inquiry to test specifically thru the person's own judgment whether the institute functioned in self improvement. The replies are no doubt tinged by personal bias. The replies are as follows:

TABLE XXXII

	No. in group	Answering	Yes	No
Graded Group.....	50	30	25	5
Ungraded Group.....	42	30	28	2
Principals Group.....	12	5	4	1
High School Group.....	25	15	8	7
	129	80	65	15

Here again we are impressed with the fact that 47 did not answer the question. Of those answering 81 per cent believe that their work did improve since the Institute. We would expect an improvement

without the institute. Fifteen or 19 per cent have not improved—probably also to be expected. One-half of the high school group believe they have not shown any improvement.

The next question bears only indirectly on the training of teachers in service. The question does, however, imply that the institute programs studied did not provide for instruction in special subjects.

Question 7—Special Instruction

TABLE XXXIII—NEED FOR INSTRUCTION IN SPECIAL SUBJECTS?

	No. in Group	No Answering	Yes	No
Graded Group.....	50	38	37	1
Rural Group.....	42	33	32	1
Principals Group.....	12	6	5	1
High School Group.....	25	20	19	1
	129	97	93	4

With very few exceptions those who believe that instruction in special subjects is necessary, evince the fact that they would remain after the institute session to attend purely voluntary classes in those subjects that they are interested in. A number think that these subjects can be done in demonstration classes, by observation, or by round table conferences. The value of the replies to this question lies in the fact that very little work is being done in the institutes in the special subjects like manual arts, commercial subjects, drawing, music, physical education, and nature study. To this extent there is little doubt that the institute program does not function. There are institutes—notably Chester County—where volunteer after or pre-institute classes are conducted with much success.

Thus far this phase of the functioning of the institute has dealt with the attempt to determine by a follow-up method the extent to which the program has actually functioned in the teaching process after the dismissal of the institute. The remaining part of this phase of the inquiry concerns itself with the judgment of teachers as to the "actual contribution of the institute" to the teacher.

Question number 9 (See Questionnaire "b", Appendix) relates to this judgment. It was answered by nearly 2500 teachers in 12 counties and 4 districts. The tabulation of these judgments follow in Table XXXIV.

TABLE XXXIV—MOST VALUABLE CONTRIBUTION OF INSTITUTE

(Teachers' Judgment—12 Counties, 4 Districts)

Contribution	First	Second	Third	Per Ct. (First Value)
Knowledge Subject Matter.....	284	180	217	12.3
Methods of Teaching.....	703	615	317	30.5
Professional Inspiration.....	863	474	281	37.4
Conference with Co. Supt.....	40	110	117	1.7
Exchange of Ideas.....	157	479	473	6.8
Discussion of School Problems.....	220	478	589	9.5
Social Contacts for Teachers.....	38	125	417	1.6
	2305	2461	2411	

It is seen that 37 per cent of those answering the question gave "professional inspiration" as the highest or most valuable contribution; 30 per cent gave "methods of teaching" as the highest; 12 per cent "knowledge of subject matter" as the highest; while only 21 per cent gave highest contribution to all the remaining five. All the other included "conference with the county superintendent," exchange of ideas, "discussion of immediate school problems" and "social contacts for teachers." Only 9 per cent assigned the most valuable contribution to the opportunity to "discuss immediate school problems," 6 per cent to the chance to "exchange ideas," about 2 per cent to "social contacts for teachers," in spite of the fact that superintendents usually assign much value to the social features of the institute, particularly for the rural teachers. Much of this, of course, is due to the discontinuance in many counties of the evening sessions, and to the improved transportation facilities which bring teachers to and from the institute daily.

It is not the part of this study to question the validity of the judgment of those who attend the institute. Certainly some weight must be given to this judgment, especially of so many. This judgment indicates a preponderance of value by teachers to professional inspiration as the highest contribution, with methods of teaching as second, and very little to the other possible and desirable contributions which go to make up the real live educational movements, a knowledge of which stamp a teacher as professionally minded.

The discussion has been based on the assumption that it is necessary to train teachers in service and that it will probably be necessary to do so for many years to come. This will or should be true in every profession that has the elements of improvement within it. Medicine, law, industry, commerce are not stagnant. Science and experience will always work changes and improvements. The same is true of teaching. The successful teacher is the teacher who wants to grow professionally; who wants to keep abreast of the times. However, in Pennsylvania we are confronted with a more serious problem than that of training teachers in service. Our problem is literally to train them while in service to meet higher legal requirements for the service. Our program calls for adequately qualified teachers on a basis never attempted before in any but one or two states. It means that every teacher after 1927 must have the equivalent of a two year Normal School Education. After that year no one will be allowed to enter the profession who is not at least a Normal School graduate. This situation from now on is bound to have an effect on our entire County Institute situation. Our teachers by that time will be trained as never before. They should then have all that the Institute has claimed in addition to academic and professional preparation. What after that time will be the function of the County Institute? Will it cease to be an agency designed primarily for the improvement of teachers in service, or will it assume a new function? In the meantime, can it really contribute anything to the legal professional requirements of teachers?

Already the County Superintendents (March 1922) have held a conference to consider what to do with the institute in order to fit it in with the new comprehensive plan of producing better qualified teachers for the state. In the light of the present study radical changes will be necessary if the institute is to contribute any real teacher improvement.

As an Agency to Influence the Public

In the chapter on "Historical Origins" it was pointed out that a very urgent reason for organizing institutes was the potential influence that they might and did exert on a public dormant and apathetic and often hostile to public education. Because of a lack of competing attractions and the scarcity of diversions from such meetings the public responded in its attendance. The very nature of the programs offered appealed to the public. The newspapers gave much pub-

licity to the institutes and focused attention on educational problems. The evening sessions of the annual institutes were events of great importance to the community, even as they still are to-day in some parts of the state. Interest on education was naturally centered around the annual county institute. The public was materially affected.

Social conditions have changed, however. The ease of transportation and communication, the opportunities for leisure and recreation, the many counter attractions, such as moving pictures, cheap theaters, automobile joy rides, dancing, etc., have almost wiped out the evening sessions. In 1917, eleven institutes had already eliminated the evening sessions, while in 45 counties in 1919, eight had done away with these sessions that formerly attracted the public and created an educational influence with it. The newspapers no longer give the same amount of space to the institute meetings, except in a very few places. In our larger county seat towns, the press hardly comments on the institute, while the general public seldom in the larger places realizes that the teachers are in town. Educational meetings and strictly educational instruction do not make the kind of copy that editors want. To-day it is a remarkable feat of the publicity expert if he can influence the press to give space and prominence to large educational conventions like the one in Pennsylvania or the important mid-winter sessions of the National Department of Superintendence. Where these large meetings should have columns, they are fortunate if they secure inches. It is, therefore, no wonder that the county institute no longer secures the publicity it formerly had and thus can no longer influence the public as it did, without this publicity. A good illustration of this is, the falling off in the public's attendance at teachers' institutes. The largest number of spectators present at all the institutes in 1876 was about 34,000. The largest number of spectators present in 1917 was 27,000; in 40 counties in 1921 it was 7900.²⁵ When it is considered that there were less than one-third as many teachers in 1876 as there were in 1921, and that the population of the state in 1876 was a little more than three and one-half million against eight million seven hundred thousand in 1920, thus naturally affording a larger field to choose an attendance, we can determine how public interest in the Institute has declined, and with this

²⁵ Unpublished Data, Department Public Instruction.

decline the opportunity of the institute to influence public opinion. Furthermore, there were nine institutes out of forty whose data are available for 1921 where the attendance of spectators at one time was fifty or less. In other words in practically one-fourth of the institutes, there were hardly any spectators. In that case we can reasonably infer that the newspapers of these times would give little publicity to the proceedings.

Another reason why the public no longer attends the institute is the changing nature of its organization from the general session type to the highly departmentalized type. It was in the former type that the professional lecturer told his jokes and stories and enthused his audience with the inspirational address. He probably does the same to-day, but the public doesn't know it. The public thinks that all the instruction is "technical" and dry and it stays away. The public attendance at our county institutes is ridiculously low if we are to take the reports of the county superintendents as our authority. The public can't be influenced unless they attend or have the opportunity to read the press reports.

It is unfortunate that the institute does not generally create publicity and does not foster that healthy sentiment for public education that it formerly did. Teachers attend the institute because it is their business to do so and because they are paid for it. The public feels this. It is doubtful whether it is conducive to good school sentiment to have the public feel that teachers must attend the institute as a "school" for teachers. The institute is a purely business proposition. It is a very worth while aim to influence the public. Education would be the gainer if our county educational meetings could be so organized and so programmed that they would not only be centers of attraction for the general public but centers of educational propaganda as well. There is no doubt that what education needs to-day in addition to the adequately qualified teacher, both academically and professionally, is a sane and safe public sentiment for the public schools. If the institute can contribute to such a sentiment, then we might say that it influences the public. It is very doubtful if it does so to-day. There is no direct evidence that the institutes do so. By comparison with the influence of voluntary state associations, whose membership frequently includes the larger majority of the teachers of the state, it is very doubtful whether institutes do influence the public. In many cases the influence of a

state association in creating influence upon the State Legislature is small.

*In fact, it seems to be the opinion of men from all over the country, who have been prominent in these state associations, that without exceptions, the associations exert little influence in legislative matters.*²⁶

This, of course, was before equal suffrage was extended. If, however, a powerful state association, voluntarily organized cannot influence the legislative committee, how can teachers' institutes appealing to a larger group with no organized publicity means, influence the general public?

Institutes Have Some Benefits

County institutes have worthwhile contributions. The rank and file of the teachers have shown in the large majority of cases that institutes have been helpful to them, even tho they are not in a position to express in concrete form where such benefits have been. Authorities outside the state have generally granted that the Pennsylvania institutes are above the average thruout the country. Miss Mabel Carney says that the Pennsylvania Institutes "on the whole are as good as any I have ever worked in and I have done work of this kind in about 35 states."²⁷

But in evaluating the county institute relative values must be considered. That every county institute program has something of value in it cannot be doubted. No one can be rash enough to say that the entire institute as it is to-day, or as it was in the past was useless. The Editor of the "Journal of Education," Dr. A. E. Winship, who has probably appeared on more institute programs than any other person in the U. S. has well expressed in his inimitable way an estimate of the institute:

I felt that the institutes were well worth while, because they had so little professional technique and so much that was giving new life to the school life of a teacher. It is impossible to teach a teacher in a stray hour of a week's institute, but for teachers to have a chance to enjoy a real concert, to hear a lecturer, even if he were merely a platform trickster, and to enjoy the wholesome sense of . . . brightly and spicily put across, was of inestimable value.²⁸

Continuing, Dr. Winship says:

²⁶ "Teachers' Voluntary Associations"—Alexander—p. 37.

²⁷ Excerpt from answer to inquiry.

²⁸ Excerpt from answer to inquiry.

It is very foolish to try to discount anything because a lot of it is nonsense and the best of it nonsense to a lot of teachers.

Dr. Winship has in this happy, but facetious fashion, summed up the values of that type of county institute which has been going out of existence gradually in many counties. That type of institute was a real pleasure for most teachers because it did not require much effort on the part of teachers to listen.

In the strictly rural counties, and there are many such counties in Pennsylvania, the institute means much to the teacher who has not been very far away and who has little real opportunity for social contacts and for the chance to exchange ideas. In these counties, the institute ought to be so organized that these very human touches might be given by the institute. But within five years every Pennsylvania teacher must have secured the equivalent of a Normal School training. It is only fair to suppose that by that time every teacher in this state will have had the opportunity to attend a summer school or a Normal School, where these human contacts will likewise be developed and cultivated.

A unique value of the institute has been its power to organize and unify the teachers back of movements for improving the teachers' status. Institutes have acted in their corporate capacities as units of the Pennsylvania State Educational Association, in fact, under the new organization of the Association, they are regarded as such. This power must be preserved, either thru the county institute or voluntary associations.

The institute has also served, to a certain extent, in developing certain professional ideals among teachers. The chief difficulty has been that there has been too much insistence on this type of professional inspiration "instruction." It is this that has brought reproach on the institute. The institute has not been meeting the school room needs of teachers, at any rate, not the needs imposed upon teachers to-day.

Then, too, the institute has acquainted many teachers with some notable men and women not only in the field of education, but in various walks of public life. The institute platform has been the attraction, as it were, for many persons of this type. While their message has not always been of the strictly pedagogical kind, the mere presence of these men and women in the midst of a group of teachers assembled in county institute, has lent dignity to the

profession and has centered for the time being publicity on the schools. This feature of the institute has been valuable.

While many counts have been charged up to the inefficiency of the institute, much of it is due possibly to a too strict adherence to tradition, and to the lack of expert direction in the management of the entire institute program in Pennsylvania. But in spite of the deficiencies pointed out, there is a good deal of truth in what Commissioner Payson Smith of Mass. has said: "In general, it has seemed to me that the high professional zeal of the teaching profession in Pennsylvania must be due in a large measure to the institutes."²⁹

²⁹ Smith, Payson, Extract from answer to writer's inquiry.

CHAPTER VI

FINANCES OF THE INSTITUTE

One of the most essential principles of modern efficiency is the cost of an enterprise, and this cost in relation to the product turned out. In education this principle is well known, for we are constantly asking how much schools are costing, and we are establishing standards of costs. We go further than this—we are actually trying to measure the products of the school by the use of standardized measurements. The survey has familiarized us with unit costs. We are comparing the efficiency of a school system by the amount of money put into the system and its relation to the product. Hence, we can reasonably say that a school system that has a high per capita expenditure either in terms of population or in terms of average daily attendance, or total enrollment, should, all other conditions being favorable, have a high degree of efficiency. If expert examination shows such a system inefficient, then an examination of costs or the finances of the system will necessarily show waste, poor organization, or inefficient teaching. Similarly, if a school system is turning out a poor product, the very first procedure is to examine the amount of money spent on the system. This investigation will at once open up a variety of financial questions—such as assessments, tax rates, ability to support schools, indebtedness, etc.

Likewise, a study of the finances of teachers' institutes in the counties in Pennsylvania suggests a careful consideration of the cost and the product; the ability of some counties to support efficient institutes; the wide range of per capita expenditures; the wide range of enrollment fees; and the further wide range of expenditures on lectures, entertainment, and instructors. Above all comes the eternal question so frequently asked, "Are Institutes costing too much?" Is the money invested in the Pennsylvania County and District Institutes productive of the results expected from the investment? Do the ends attained justify the expense and satisfy the purpose of the institute? Is the criticism true that "some institutes probably do not fulfill their functions, and do not pay for the expense of time and energy that goes into them?"¹

¹ Betts, "The County Institute," Schoolmen's Week Proceedings, University of Penna. 1919, p. 210.

The data for this chapter are taken primarily from the state report of the Department of Public Instruction of Pennsylvania for 1918.² Well kept records are essential to any study of costs and efficiency. Reliability of the reports of the county superintendents on their county institutes is taken for granted. The only possible exception that can be taken to their reports is a source of error that may creep in because the receipts of the institute are not very carefully differentiated among monies received from lectures and entertainments. These two items are frequently combined. However, since only \$16,000 were received in the county institutes from these two sources, any error that may arise is very slight.

Sources of Revenue

The sources of revenue of the county and district institutes are from the following items: enrollment fees charged teachers, appropriations from the counties, admissions charged to evening entertainments and lectures. An additional source of revenue for the district institutes is the school board which may contribute to the support of the district institute if the fees of teachers and county aid are not sufficient.

The chief source of support is the enrollment fee charged teachers. In all but two counties, this fee admits not only to the day sessions, but the night sessions as well. This fee varied in 1917 among the sixty-six counties from \$1.00 to \$3.00. In one county the fee was in 1917 \$1.00; in 2, \$1.25; in 10, \$1.50; in 3, \$1.75; in 13, \$2.00; 11, \$2.25; 15, \$2.50; in 11, \$3.00. The median fee is from \$2.00 to \$2.25. In 46 district institutes held in 1917, in which 49 districts participated, the fee varied from nothing to \$6.50. In 11 districts there was no fee; in 1 it was \$1.00; in 3, \$1.50; in 9, \$2.00; in 3, \$2.25; in 5, \$2.50; in 5, \$3.00; in 4, \$4.00; in 5, \$5.00; in 1, \$5.00 to \$6.50. In 40 counties for which fees are known for 1920 the fees are as follows: 1 at \$1.25; 2 at \$1.50; 2 at \$1.75; 5 at \$2.00; 2 at \$2.25; 9 at \$2.50; 1 at \$2.75; 10 at \$3.00; 4 at \$3.50; 1 at \$3.75; 3 at \$4.00. The median fee in these counties is \$2.50 to \$2.75 against \$2.00 to \$2.25 two years before. The missing counties would not affect this median. This is an indication that the enrollment fees have increased a little since 1917. The county that had an enrollment fee of \$1.25 is Centre, while Adams, Franklin and Potter had \$4.00 fees.

² No published financial data on Pa. Institutes since 1918. Many Institutes were not held in 1918 on account of Influenza.

The enrollment fee is an important consideration in determining the ability of a particular county to finance an institute that has instructors of a type that demand high pay. It is evident that the fee *should* ordinarily vary inversely as the number of teachers in a county, i. e., the smaller the number of teachers, the higher the fee, and vice versa, the larger the number of teachers, the smaller the fee. This, however, is better theory than practice as a study of enrollment fees in the small counties will show. Thus the five counties that report the smallest number of teachers and smallest total expenditures charge only the median fee—three, \$2.00; and two, \$2.50. These same counties report payments to instructors of \$105 to \$270. On the other hand, the 11 counties that have an enrollment fee of \$3.00 have a much larger number of teachers than the five counties that report the smallest total expenditures. Five of these counties have an average of 520 teachers, a number that is larger by 141 than all the five small counties compared. The other six counties that have a three dollar fee have an average number of teachers of 213.

A careful study of enrollment fees and the receipts from teachers for supporting the county institute reveals glaringly the inequality of opportunity for teachers thru their institutes. This is especially true if the institute is to be an agency that will in some way or other improve teachers in service. The counties already referred to are probably charging fees that are large enough for that county, but not nearly large enough to secure the opportunities that these very counties should have in their institutes. It is the old story of an inequality of distribution of aid. The counties that have a large number of teachers can keep down the enrollment fee and still have ample support. For example: There are nine counties—Allegheny, Berks, Cambria, Chester, Fayette, Lancaster, Luzerne, Schuylkill and York—each of which receives from its teachers as much or more than Union, Snyder, Juniata, and Perry combined. These received from their teachers in all \$1,275. There are eight other counties, each of which collects from its teachers within \$100 to \$150 as much as these four combined. These eight counties had a surplus of \$3,868, an amount which is nearly three times as large as the amount spent on instructors by Union, Snyder, Juniata, and Perry, and nearly four times as large as that paid by Cameron, Forest, Fulton, Montour, and Pike (\$1,013), with an enrollment of 379 teachers. There is another group of counties—Pike, Wayne, and Monroe—which collects from their teachers less than one half as much as

Luzerne, contiguous to one of the three, and very near the other two. The same contrast is seen among a group of counties in the western part of the state—Elk, Cameron, and Forest—which combined collect from their teachers (375), fees to the extent of \$796, an amount \$36 less than Venango's enrollment fees.

These contrasts in the abilities of certain counties to secure workable funds for institutes is a fundamental problem. It is as striking as the problem of securing adequate revenue to support schools in districts that can the least afford to do so. The remedy may lie in one or two of several propositions, viz., larger fees, larger county appropriations, state aid, or regional institutes.

The city, borough, and township institutes offer less contrast in the matter of ability to support institutes than the counties. There are in Pennsylvania 130 districts that may hold separate institutes, but of this number only 49 did so, the remaining 81 districts combined with their own county. In 1917, 6607 teachers attended the district institutes. The average fee was \$2.00, as was the median fee. The total receipts of these institutes was \$27,452. Of this sum the teachers paid \$12,102; the county, \$7,086, evening sessions, \$659, all other sources—in most cases contributions from school boards—\$3,075. A balance of over \$4,000 from the year before made up the year's resources.

The total receipts of the county institutes in 1917-18 was \$94,614;³ of the district institutes, \$27,452, making a grand total of \$122,066. Of this amount \$62,216 was in teachers' enrollment fees (\$50,104 county; \$12,102 districts). Thus it is evident that 51 per cent of the resources of the institutes was from teachers' fees. Evening lectures brought in \$10,175 (County, \$10,641; Districts, \$134). Evening entertainments added \$6,387 (County \$5,762; Districts, \$625). Evening sessions were, therefore, responsible for \$17,162 of the year's resources, or 18 per cent of the county institute resources.

Fifteen per cent of the institutes' resources came from the county treasuries. According to law, the institute receives assistance from the county at the rate of 33 $\frac{1}{3}$ cents a day per teacher, provided the total amount does not exceed \$200. Fifty-nine counties contribute \$200 each to the county institute; the other seven counties contribute amounts varying from \$113 to Pike to \$191 to Juniata.

³ Forty counties' receipts in 1921-22 were \$70,250; same 1917-18, \$58,715. (From unpublished and partial data.)

Thus Allegheny with 1706 teachers receives county aid of \$200, while Pike with 68 teachers receives \$113. Allegheny actually receives aid at the rate of $12\frac{2}{3}$ cents a day per teacher, while Pike receives the full allowance, or $33\frac{1}{3}$ cents per day per teacher. This method of appropriating money to the county institute was first devised in the Act of 1867, and reincorporated with scarcely any essential change in the Act of 1911. The Act of 1887 made it permissible for all districts with 75 or more teachers to hold separate institutes. This was changed in 1895 to a minimum of 50 teachers, still further reduced to 40 in the Act of 1911. Under this permission forty-three separate institutes were held in 1917-18. These separate institutes drew from the county treasuries amounts varying from \$103 to \$200. The 43 separate institutes drew from the county treasuries the grand total of \$7,086, while the 66 county institutes were aided to the amount of \$12,937. Here again we must note that an inequality of a distribution of aid exists. The districts that hold separate institutes have 20 per cent of the teachers attending institutes, but they receive 35 per cent of money contributed by the counties. The 66 counties have 80 per cent of the teachers, but they receive only 65 per cent of the aid given by the counties

EXPENDITURES OF THE INSTITUTES

An analysis of the large items of expenditures in the county and district institutes reveals the same general and wide variation as is to be expected from the varying facilities of the counties and districts. The total expenditures of the 66 counties were \$83,209;⁴ of the 49 districts holding separate institutes, \$24,144, or a grand total of \$107,353 against receipts of \$122,066. Eight counties reported total deficits of \$776.59, while four districts reported deficits of \$546. The county deficits ranged from \$6.00 to \$72, while the district deficits ranged from \$2.33 to \$295.

Character of Expenditure

The main and largest items of expenditures in their orders were, instructors, evening entertainment, evening lectures, rent, printing, and all others. The following table gives the character of expenditures, amount under each, and percentage of total expenditures of both the county and district institutes.

⁴ Forty counties in 1921-22 total expenditures were \$57,518 (published data). Same counties in 1917-18 total expenditures were \$50,353.

TABLE XXXV—CHARACTER OF EXPENDITURES—1917-18

	Instruct- ors	Ev'g Lec- tures	Ev'g En- tertain- ment	Rent	Print- ing	Other	Total
County.....	35331	6959	15480	6115	4567	14755	83209
County per cent.							
Total Expenditures....	42	8	19	7	5	18	100
District.....	16767	3318	1041	271	438	2305	24144
District Per Cent.....							
Total Expenditures....	70	14	4	1	2	9	100
Total.....	\$52098	10277	16521	6386	5005	17060	107353
Total Per Cent.....	48.6	9.4	15.3	6.	5.	16	100

From the above distribution of expenditures it is very evident that while the district institutes spent 70 per cent of their total expenditures on instructors, the county institutes spent only 42 per cent on the same item. While districts spent 18 per cent on evening lectures and entertainment, the counties used 27 per cent for this same purpose. This variation, however, may be justified from the fact that the counties derive 18 per cent of their total receipts from evening sessions, while they consume 16 per cent of their total receipts on this same item. The receipts of the district institutes from evening lectures and entertainments is a negligible quantity, tho 18 per cent of their outlay is for these two items. Forty-eight and six tenths per cent of the outlays of the 109 Institutes in Pennsylvania in 1917-18 was for the fees of instructors in the day sessions.⁵

Because complete data are not available at present (Mar. 1, 1922), it is impossible to make a study of expenditures since 1917-18. However, unpublished data give valuable information bearing on this phase. Forty counties expended in 1921-22 on Institutes the grand total of \$57,518; these same counties spent in 1917-18, \$50,353. In 1921-22 these 40 counties spent \$20,854 for instruction, while the same counties spent in 1917-18, \$19,498. It is thus seen that in spite of increasing cost of all Institute talent, etc., these 40 counties actually spent only \$7,165 more on all items and \$1,356 more for instructors. A further analysis shows that 25 counties

⁵ In 1921-22 in 40 counties 36.5 per cent of total expenditures was for instruction. In 1917-18 in same counties 38.7 per cent of total expenditures was for instruction.

spent more and 15 less than in 1917-18, while 24 spent more and 16 less for instructors. This situation, no doubt, is accounted for by the fact that 64 representatives from the Department visited 35 of these 40 counties. These 64 representatives, delivering on an average of two addresses each per day, and many present more than one day, helped to reduce instructional expense, altho it cannot be accurately said how much.

Amount Paid Day Instructors

The following table will indicate the range of total amounts expended on instructors in the several counties and districts.

TABLE XXXVI—RANGE OF AMOUNTS SPENT ON INSTRUCTION⁶

	Under \$200	200 to 300	300 to 400	400 to 500	500 to 600	600 to 700	700 to 800	800 to 900	900 to 1000	1000 to 1100	1100 to 1200
No. Counties.....	3	6	17	11	10	3	2	2	1	3	1
Per Cent Counties.....	5	12									
Districts.....	2	6	9	7	9	2	3	1			
Per Cent Districts.....	5	16	23	18	23	5	8	3			

Fifty-seven per cent of the counties spent from \$300 to \$600 on instructors, while 15 per cent spent less than \$300. The range among the counties is from \$105 to \$1,225. The range among the districts is from \$85 to \$820. Whether county institutes can be of the same uniform standard on such a basis of wide variation of outlays for the instructional work of the institute is a serious problem for consideration. The further analysis of the programs presented, instructors employed by the several institutes will shed more light on this phase of the institutes.

Instructors' Fees

From hitherto unavailable and unpublished data, it is possible to distribute the fees or honorariums paid Institute instructors in the 40 county institutes, as shown in Table XXXVII.

The median fee paid was \$169. The range of the first quartile was \$0-\$99; second \$100-\$169; third \$170-\$205; fourth \$205-\$325. The vast majority of these fees are for 5 days' services; 25 per cent are for services from one to three days.

⁶ In 40 counties 1921-22 expenditures for Instruction were \$20,854 (unpublished data).

In same counties 1917-18 expenditures for instruction were \$19,498.

TABLE XXXVII—DISTRIBUTION INSTRUCTORS' FEES—1921-22⁷

Amount Paid	No.	Amount Paid	No.
\$0-\$24	5	\$175-\$199	13
25-49	10	200-224	16
50-74	5	225-249	7
75-99	15	250-274	5
100-124	11	275-299	0
125-149	16	300-324	3
150-174	27	325-	2

The entire amount spent on instruction in these 40 counties in 1921-22 was \$20,854. It is rather surprising and very significant that \$9,000 or 43 per cent of the total amount expended for instruction was paid to 20 persons; 18 of these were from without the state. The fee for these 20 instructors for the 5 days' service ranged from \$150 to \$325, the average being \$210 a week. There were in all 135 fees paid for instruction.

While these data are not easily available for the year 1917-18, it is quite probable that the ratio would be very little different.

Evening Session Expenditures

A table of distribution of expenditures for evening lectures and entertainments would show the same wide variations which indicates, one would suppose, wide variation in equality. The total receipts from the evening sessions in 1917-18 were \$17,162, while the cost of the talent for these sessions in County Institutes was \$26,798, a loss of \$9,636. Unpublished data from 40 County Superintendents' financial reports of the Institute in 1921-22 present an interesting financial study in the matter of the profitableness of evening entertainments. Twenty-five (25) counties report a loss on evening entertainments ranging from \$84 to \$819, or a total loss of \$5,910, while only three (3) counties report a net gain from evening entertainments of \$969. Twelve of these counties had no evening entertainments.

This, naturally, raises the question whether or not evening entertainments pay financially. Certainly, the public does not seem to contribute sufficiently to make evening entertainments self-supporting. This conclusion, however, cannot be substantiated until we know just what part of the enrollment fee is meant for evening lectures and entertainment. It is true, however, that 15.5 per cent of

⁷ Unpublished data and reports Dept. of Public Instruction.

the entire enrollment fees is devoted towards making up the deficit and thus decreases the assets for instruction.

TABLE XXXVIII—CHARACTER EXPENDITURES—COUNTY—PERIOD 1911-17

	Instruct- ors	Evg. Lect.	Evg. Ent.	Rent	Print- ing	Other	Total
1911-12.....	\$27,709	10574	12810	6673	3596	12000	73362
1917-18.....	35,331	6959	15480	6115	4567	14755	83209
Per Cent 1911-12.....	37.7	14.4	17.4	9.1	5.	16.3	
Per Cent 1917-18.....	42.4	8.4	18.6	7.3	5.5	17.7	

The above table is self explanatory. There has been an increase both in the amount spent on instruction and on the evening lectures and entertainments, but less on evening lectures and more on entertainments.

From fragmentary data for 1920-21, there was spent on instructors and their expenses the sum of \$46,113 against \$35,331 in 1917-18; and \$23,449 for evening lectures and entertainments, a little more than in 1917-18, and about the same as in 1911-12. In 40 counties in 1921-22, only 36.2 per cent of the total expenditures went for instructors.

To emphasize this wide variation further the following tables of Per Capita Expenditures on instructors, total expenditures, in the counties and districts are offered; also the distribution of total expenditures, number of teachers attending in the several counties. A similar table for the entire state would show similar wide variations.

Table XXXIX shows that the average per capita expenditure for all items is nearly five times as large in the five smallest counties as it is in the five largest counties. It also shows that the five smallest counties spend 81 per cent as much for evening lectures and entertainment as they do for instructors.

A table of per capita costs for entire institute and for instructor outlays in the district institutes shows the same wide variation as among the counties. Table XLI contrasting per capita expenditures between the five largest cities and five smallest of that group shows this variation.

The organization of an institute in counties that enroll from 200 to 500 teachers will differ very little in so far as number of instructors is concerned. Since most of the institutes in counties

TABLE XXXIX—PER CAPITA (TEACHERS) EXPENDITURES

	No. Teachers	Total	Instructors	Evening Lect. -Entertainment
Five Largest Counties (No. Teachers)	6267	1.76	.74	
Allegheny.....	1706	.92	.44	
Luzerne.....	1403	2.00	.69	.43
Schuylkill.....	1139	2.06	.91	
Westmoreland.....	1160	2.27	1.62	.70
Washington.....	859	1.62	1.36	
Five Smallest Counties	379	8.14	2.68	2.19
Cameron.....	52	12.00	5.00	7.32
Forest.....	92	5.00	1.14	2.19
Fulton.....	84	9.00	3.21	2.07
Montour.....	83	11.50	3.00	0
Pike*.....	68	4.00	2.00	.73

*Pike spent the smallest amount among county institutes for instructors, but the per capita for this item was more than twice that of Fayette Co. which spent the largest *amount*, \$1225, on instructors. Such oddities not only illustrate the financial straits that these counties find themselves in, but mark their county superintendents as financial geniuses for being able to finance any institute at all.

of this size have not more than four departments, it is evident that the cost of the institute in such counties should vary only little. The opposite, however, is true. Counties of this size (200 to 500 teachers) predominate in Pennsylvania. Thirty-six counties, or 54 per cent of the entire number, enroll from 200 to 500 teachers at their institutes. The range of expenditures in these 36 counties is from \$600 to \$1,900. Greene County with 263 teachers enrolled

TABLE XL—DISTRIBUTION OF ATTENDANCE IN COUNTY AND DISTRICT INSTITUTES
Number Attending

Under.....	100	100-200	200-300	300-400	400-500	500-600	600-700	700-800
County.....	5	8	12	12	12	5	3	3
District.....	17	13	4	5	1		1	

	800-900	900-1000	1000-1100	1100-1200	1200-1300	1400-1500	1700-1800
County	2	0	0	2	0	1	1

TABLE XLI—PER CAPITA EXPENDITURES DISTRICTS

	No. Teachers	Total Ex.	Instructors
<i>Five Largest Districts</i>			
Scranton.....	650	1.68	.80
Reading.....	418	1.70	1.00
Johnstown.....	366	4.00	1.10
Eric.....	364	2.50	
Harrisburg.....	342	2.76	2.20
<i>Five Smallest Districts</i>			
Vandegrift.....	44	9.00	5.00
Titusville.....	50	7.00	6.50
Punxsutawney.....	54	9.00	4.00
Mt. Carmel.....	55	5.00	5.00
Redstone.....	58	5.00	4.92

reports total expenditures of \$1,900. This same county reports the next to the largest amount paid to instructors—\$684—in this large group of counties. Standardized institutes in these counties should spend nearly the same amount of money, but the opposite is true. One county spends under \$700; 4 report \$800; 5, \$900; 5, \$1,000; 4, \$1,100; 3, \$1,200; 6, \$1,300; 5, \$1,400; 1, \$1,500; 1, \$1,800; 1, \$1,900. (Expenditures reported to nearest hundreds, only.)

The logical conclusion from this great variation in expenditures is inevitable. Either the institutes differ widely in their efficiency, or some county superintendents are able to secure their instructors and other talent at greatly reduced rates.

THE COST OF THE INSTITUTE

Having analyzed the resources and the expenditures of the organization known as the institute, there remains the consideration of the real cost of the enterprise. The cost of the institutes in Pennsylvania is made up from three items—the compensation of teachers for attending the institute; the contribution of the county treasuries to its support, and the admission fees paid by the public to the evening lectures and entertainments. The first of these three items is the most weighty. Under the Act of 1887 teachers were for the first time compelled to be paid the sum of two dollars a day for their attendance at the institute; in the law of 1911 this was increased to three dollars a day; the legislature of 1919 increased this allowance to four dollars a day.

The following table of the cost of the institute for the year ending June 30, 1918, sums up the cost:

(1)	Compensation to teachers, exclusive (Philadelphia and Pittsburgh)	\$ 544,496	
	27617 at county institutes at \$15 week		
	6416 at city, boro. and township \$15 week		
	34031 at \$15 a week	\$544,496	
(2)	Paid out of County Treasuries to all institutes	\$20,024.32	
	To Co. Institutes	\$12,937.33	
	To Dist. Institutes	7,086.99	\$ 20,024.32
(3)	Paid by Public to Evening Sessions County Institute		\$ 16,404.78
	Paid by Public to Evening Sessions Dist. Institute		759.67
<hr/>			
			\$ 17,164.45
	Total Cost (Minimum)—1917-18		\$581,684.77

The enrollment fees paid by teachers, \$62,216, is not included in computing this cost since the fees are paid out of the compensation of teachers, which has already been counted as cost. The minimum cost of the teachers' institutes in 1921 is readily estimated by adding to the above cost an increase of $33\frac{1}{3}$ per cent in compensation allowed teachers, not taking into consideration the increased number of teachers:

Cost 1917-18.....	\$581,684.77
Additional Compensation.....	170,155.00
Total Cost to Public.....	\$751,839.77

This, however, is the very smallest estimate that can be made of the institutes' cost. In many of the districts where separate institutes are held the school boards allow the regular salaries in addition to the allowance of \$4.00 a day. Again, the \$20 allowance for the week does not, in the majority of cases, cover the teachers' expenses in attending the institute when the teachers' preparations for the institute, traveling expenses, board, and incidentals are taken into account. No one can accurately estimate this additional cost. The sum of \$1,000,000 as the estimated cost to the public and to the teachers is probably not too high. Certainly, the irreducible minimum is three-fourths of a million dollars.

COMPARISONS OF COSTS

While it is well nigh impossible to measure the results of the work of the institute, there should be no difficulty nor any question to compare its cost with other agencies whose function is or has been to improve teachers in the service, or whose function is to train

teachers. Our first thought is to compare the expenditures of teachers' institutes with the state aid for our thirteen state normal school in 1917-18. A few facts in connection with the finances of these teacher training institutions at this time may serve the purpose of comparisons:⁸

- (1) State appropriation—\$290,239—38% of amount spent on institutes.
- (2) Salaries of teachers and officers—\$395,493—52%, amount spent on institutes.
- (3) Number of students at Normal Schools 1917-18—6615.
- (4) Per Capita State Appropriation—\$43.00.
Per Capita cost per teacher of institutes 1917-18—\$17.00.
Per Capita cost per teacher of institutes 1921-22—\$22.00.
- (5) Mortgages owed by Normal Schools to individuals, \$681,941.
Mortgages owed by Normal Schools to State, 749,146.
- (6) Number of students graduated 1918—1672.

All the data given in connection with the State Normal Schools seem to show very clearly that our state has not done so well for these training schools as it has done for our institutes through the legal mandates upon the school districts. The cost of institutes would have taken care of the entire state appropriation and teachers and officers' salaries, and have had enough left to pay for all the books, stationery, and educational equipment at the thirteen schools in 1917-18. There were during this same year 6,615 students at the Normal Schools, attending 36 weeks. The state appropriation to each of these students averaged \$1.33 a week. The deficiency bill passed by the legislature in 1919 would add \$1.33 more. In other words, during a great emergency when every possible assistance should have been rendered our candidates for the profession of teaching, the state assisted student teachers to the extent of \$2.66 per week, but it compelled the school districts and the public to contribute an average of \$22 per teacher to support teachers' institutes. To carry the comparison a little further we may say that the entire debt of the State Normal Schools to the state could have been paid by the money spent on institutes one year; or twenty-five per cent of the amount spent on institutes would have been sufficient to give each normal school teacher an increase of \$500 a year in salary.

Other Comparisons of Costs

We can also compare the cost of the institute with the cost of tuition in the 480 summer schools in the U. S., in the summer of 1918.

⁸ State Reports, 1918.

The average cost per student in the summer schools in 1918 was \$24.14.⁹ This was for an average session of six weeks. As already pointed out, the institutes in Pennsylvania in 1919 cost \$22 per teacher attending. This is within two dollars of the cost of tuition in a six weeks' summer session in 1918. (Average.) The cost of our summer schools in Pennsylvania in 1918 was \$97,548. Three thousand, ninety-one students attended these schools. The average cost in Pennsylvania was \$29 for a six weeks' session, or an average of a little less than \$5.00 a week.¹⁰ This rate is 22 per cent as much as the cost per teacher per week of the institute.

Three-quarters of a million dollars would give each of the 12,000 who attended a summer school in 1921, \$62.50 to pay towards tuition and board. In four years nearly every teacher in Pennsylvania, exclusive of Philadelphia and Pittsburgh, could attend one six weeks' summer school session and receive \$100 which would pay practically all necessary expenses. The institute in four years would for the most part contribute only four weeks training, in fact only three, because usually one day is wasted out of five. This does not take into consideration the difficulty of such a plan of carrying out a continuous and connected program over a period of years with a very mobile teaching population.

Hundreds of districts in Pennsylvania could employ additional teachers or special supervisors for the money now being spent on institutes. Closer supervision would be an adequate compensation for the three-quarters of a million dollars. The compensation now allowed our 10,000 rural school teachers for attending the institutes (\$200,000) would secure eighty additional assistant county superintendents in Pennsylvania at a salary of \$2,500 a year, thus considerably increasing the supervisory force over our rural schools. This raises the question whether or not more adequate supervision of our rural schools would not contribute more effectively to the improvement of teachers in service and their teaching. This will be considered in another chapter.

The sum of \$750,000 would, furthermore, allow each of the 13 state normal schools in the state nearly \$58,000 which would more than take care of the summer sessions and the extension work of

⁹ Report on Summer Schools 1918, Bulletin U. S. Bureau of Education, No. 31, 1919.

¹⁰ Bulletin No. 31, 1919. Op. cit.

these institutions. This same amount could be used to organize 50 summer schools or six weeks duration by giving each \$10,000 and also by giving each normal summer session \$20,000.

The making of these comparisons is no argument for abolishing the County Institutes. It is, admittedly, a concrete method of comparing what agencies employed in teacher training costs, relatively speaking. No one can say that our Normal Schools have cost too much money nor that summer sessions of College and Normal School are too expensive. At the same time there can be no comparison as to the work done by Normal Schools, summer sessions, and teachers' institutes.

In the inquiry sent out on March 1, 1922, to 28 leading Educators in Pennsylvania and outside the state there was one question bearing on the cost of institutes:

(a) In view of the program in this state that teachers after 1927 must have higher professional attainments, do you think that the money spent on *County Institutes* in Penna. (at least \$750,000 annually), *might be spent* for more *effective teacher training* purposes? (b) If so, in what way or ways?

Fourteen out of 22 answered this question. All of these were of the opinion that the expenditure of three quarters of a million dollars on Institutes in Pennsylvania was too much. The remaining eight did not comment on costs. A few of these opinions may be worth while:

Specialist U. S. Bureau of Education: "The \$750,000 now spent on teachers' institutes in Pennsylvania could be used to good advantage in increasing the salaries of instructors in the State normal schools, so the State normal schools would have the best qualified teachers in the State. Or, if not used for this purpose, it could be used on the summer sessions at the normal schools and at State College."

Prof. of Education: "From what I know of institutes in general, both by having attended them and on account of the requirement ordinarily imposed upon me as an instructor in institutes, I think it would be best to spend the money now spent on institutes upon summer schools."

Prof. of Education: "Chiefly in maintaining good summer schools, extension classes, and in giving scholarships to teachers who are willing to take leaves of absence for the purpose of qualifying for teacher certification. Local institutes of one day duration with real educational quality might be held in the centers where a number of teachers could attend."

Dean of School of Education: "I believe that great encouragement to the State Normal School of Penna. in the way of more financial support of the Summer Schools would constitute a better agency for professional growth than a large amount expended on Institutes."

Dean of School of Education: "By paying tuition or put tuition in summer school, extension course, etc."

Dean of School of Education: "If in the rural counties where no satisfactory substitute for the institute has as yet been worked out, you could in some way insure the attendance upon a summer session of a great majority of the teachers including those who have had a normal school course or college course, then I think the \$750,000 annually spent upon institutes might more appropriately be devoted to provide subsidies to these teacher training institutions."

Former U. S. Com. of Education: "I believe the \$750,000 could be used to much better advantage, either in a new form of institute, or in summer schools."

Director Training School: "I should register my vote for the expenditure of the \$750,000, which has in the past gone to county institutes, towards the support of more effective teacher training work."

Official P.S.E.A.: "Where a wide-awake progressive superintendent arrays a program graded to suit the various grades of service and schedules group meetings with competent instructors, not entertainers, the money is well spent. In other cases, much of the money is worse than wasted!"

Normal School Principal: "By attendance at summer schools, etc., etc."

Normal School Principal: "Promotion of Extension Courses. Provide helping teachers for rural schools."

In stating how they would spend this same money for more effective teacher training they invariably mention summer schools, extension courses with college credit, greater aid to summer and Normal schools, and scholarships for teachers willing to take leaves of absence for teacher certification.

SUMMARY OF FINANCES OF INSTITUTES

1. There is great inequality of ability among certain sparsely settled counties to support efficient institutes. This prevents counties that really need the institute from organizing a strong program.

2. There is a great and wide variation in per capita institute expenditures, both in instruction, and evening lectures and entertainments.

3. Institute costs too much money in proportion to its productivity.

4. Institute costs compared with other teacher training agencies are much higher and seem out of proportion.

5. Less than one-half (42 per cent) of the county Institute's expenditures is spent on instruction; more than one-fourth (27 per cent) is expended on evening sessions; the balance (31 per cent) is spent on rent, printing, song books, etc. Ten counties in 1921-22 out of forty reported larger expenditures for the evening sessions than for day instruction.

6. Three quarters of a million of dollars is the minimum direct cost of county and district institutes.

CHAPTER VII

GENERAL STATUS OF TEACHERS' INSTITUTES IN U. S.

It is not the purpose of this chapter to present any thoroughgoing study of institutes in the United States. That would be foreign to the object of the entire investigation which concerns mainly the efficiency of Pennsylvania County Teachers' Institutes. This phase of the investigation, will, however, throw light on certain tendencies in their application to the Institute problem in the state. Another value of this part of the study will be the comparison that may be made with a similar study by Ruediger¹ in 1911, when valuable data were assembled on the legal basis of teachers' institutes in the U. S. This chapter attempts to bring up to date much of the data then gathered.

The Method Employed

The data in this chapter have been gathered largely thru the means of a questionnaire² submitted to every Department of Education in the 48 states. Forty-six of these departments, in many cases the superintendents themselves, answered the inquiry. These data have been checked up with the digests of laws on education made by Hood³ and brought up to 1919. Other means have been employed to bring the information as nearly as possible up to date in 1922.

The writer has also had the opportunity of checking up these data with a recent study⁴ that has been also made in a similar way, but along somewhat different lines. This chapter will be supplemented by the use of some of these data so as to make this phase of the investigation as productive as possible, for comparative purposes, to the entire institute problem being investigated.

¹ Ruediger, W. C., "Agencies for Improvement of Teachers in Service," Op. Cit.

² Questionnaire "An Inquiry on Teachers' Institutes"—see Appendix.

³ Hood, W. R., "State Laws Relating to Education," Bulletins U. S. Bureau of Education, No. 47, 1915; No. 23, 1918; No. 30, 1920.

⁴ Lommen, G., "The Teachers' Institute for the Training of Teachers in Service," Journal of Rural Education, Oct. 1921, pp. 60-68.

COUNTY TEACHERS' INSTITUTES

	Institute Still Held?	Local Institute Also?	Area Covered	Does Law Specify Time for Holding Institute?	Who Determines Time if not Specified by Law?	Length of Institute? (Days)	Must it be Held on Consecutive Days?
State	1	2	3	4	5	6	7
1. Alabama.....	Yes	No.	County or Group of Counties	No	State Supt.	4	Yes
2. Arizona.....	Yes	.....	1 County or 2 or more	No	Co. Supt.	At least 3	.....
3. Arkansas.....	Yes	No	County	Yes	Law	5	Yes
4. California.....	Yes	May	Co. Dist. with 70 or more teachers	No	Co. Supt.	3	Yes
5. Colorado.....	Yes	.....	Several Counties	No	Inst. Com. of 3 in each District & State Supt. & President Normal School	Normal Institute 10	Yes
6. Connecticut....	1 Day Meeting (Not Inst.)	Yes	Disregard Co. Lines	No	State Bd. & Local Bd.	1	.....
7. Delaware.....	No	.....	.....	.....	.....	.....	.....
8. Florida.....	(Maintains Summer Schools)						
9. Georgia.....	Yes	No	1 or more Counties	No	State Supt.	5	No
10. Idaho.....	Yes	No	1 or more Counties	No	Co. Supt.	5-15 days. Teachers must attend 5 days with pay	Yes
11. Illinois.....	Yes	No	One Co.	No	Co. Supt.	5	No

COUNTY TEACHERS' INSTITUTES

Which, If Any Groups of Teach- ers are Excused from Att.?	Are Teach- ers Paid for At- tendance?	How Much?	Penalty for Non-Att.?	Nature of Penalty?	How Finan- ced?	Teachers Fees	
8	9	10	11	12	13	14	
Attended Summer School	Usually	Salary	Yes	Contract Cancelled	State Aid \$6500	\$.75	1
Excused by Co. Supt.	Yes, (unless excused by Supt.)	Salary	.....	.....	State Aid \$500	.....	2
Those Att. Approved Summer Schools	No	.....	Yes	Loss of License	.....	.....	3
None	Yes	Salary	.....	.....	Co. & fees from Teachers who need Cert.	\$2.00	4
.....	No	.....	No	.....	State, not more than \$300	\$1.00	5
Voluntary	Occasionally	Salary	No	.....	State Aid & Local Dues	.....	6
.....	.....	.....	.....	.....	.....	.....	7
.....	.....	.....	.....	.....	.....	.....	8
None	Sometimes	Varies	May Fine	\$2.00	County School Fund	.....	9
None Except Cl. A Cities	Yes	Salary	Yes	No Salary	County Aid \$150	Exam. Fees	10
None	Only if Institute. is held during School Yr.	Salary	Yes	Prof. Standing Credits	Fees	\$1.00	11

COUNTY TEACHERS' INSTITUTES

	Institute Still Held?	Local Institute Also?	Area Covered	Does Law Specify Time for Holding Institute?	Who Determines Time if not Specified by Law?	Length of Institute? (Days)	Must it be Held on Consecutive Days?
State	1	2	3	4	5	6	7
12. Indiana.....	Yes	Yes—1 day month also Sat. in each city & twp.	One Co.	No	Co. Supt.	5	Yes
13. Iowa.....	Yes	No	One Co.	Yes	.....	2	Yes
14. Kansas.....	Yes	Yes certain Days and Subjects	One Co. (Summer)	Yes	Co. Supt.	5-20	Yes
15. Kentucky.....	Yes	Co. Assoc. also Co. Tea. Assoc. per. Org. q. v. Law	2 or more Counties 1-4 Cos.	Yes	.....	5	Yes
16. Louisiana.....	Yes	Parish Yes —1 da. mo.	Parish	No	State Bd. of Inst. Mgt. & Supt.	Usually 5	.....
17. Maine.....	Yes	Yes	One Co.	No	Committee	1-2	No
18. Maryland.....	Yes	No	One Co.	No	State Supt.	10	Yes
19. Mass.....	Yes	Yes—May	.....	No	State Bd. of Education	1-5	No
20. Michigan.....	Yes	Yes	County or Joint	No	State Supt.	1 day to 6 weeks	No
21. Minnesota.....	Yes	No	One Co.	No	Co. & State	3-5	No
22. Mississippi.....	Few	No	3 or more Counties	No	Co. Supt.	20-30	Yes
23. Missouri.....	No	No	.....	.....	.....	.....	.....
24. Montana.....	Yes Few Co.	No	Joint	No	Co. Supt.	3-5	Yes

COUNTY TEACHERS' INSTITUTES

Which, If Any Groups of Teach- ers are Excused from Att.?	Are Teach- ers Paid for At- tendance?	How Much?	Penalty for Non-Att.?	Nature of Penalty?	How Finan- ced?	Teachers Fees	
8	9	10	11	12	13	14	
Co.—None	Yes	Salary	Yes	Loss of Li- cense	County Aid \$100	\$1-\$3	12
None	Yes	Salary	Yes	No Salary	State \$50 Co. \$150	None	13
Those Att. Sum- mer Schools	No	.....	Yes	Crs. for Cert.	State \$50. Co. \$100.	\$1—Exam. \$1—License Fee	14
City	Yes	Salary	Yes	Cert.	Fees \$1-\$2	\$1-\$2	15
None	Yes	Salary	Yes	2 days Salary	Fees, Fines & State	.....	16
Any	Yes	Salary	No	.....	Varies State \$1500	25-50c	17
Those Att. Nor- mal Schools	Yes	Salary	Yes	No Salary	All	.....	18
Any	No	.....	No	.....	Co. Aid	25-50c yr.	19
None	Yes	Salary	Yes	No Salary	M.T.—\$1 each. F.T.—50c each State—\$100.	\$1—Men 50c Women	20
Those in Graded mal Schools	Yes	Salary	Yes	Certificate Revoked	State	.....	21
Those Att. Nor- mal Schools	Yes	\$5-\$10	Yes	No Salary	State \$150	.....	22
.....	.....	.....	.....	.....	.....	.....	23
H. S.	Yes	Salary	Yes	Loss of Cert.	County	Fees	24

COUNTY TEACHERS' INSTITUTES

	Institute Still Held?	Local Institute Also?	Area Covered	Does Law Specify Time for Holding Institute?	Who Determines Time if not Specified by Law?	Length of Institute? (Days)	Must it be Held on Consecutive Days?
State	1	2	3	4	5	6	7
25. Nebraska.....	Yes	No	2 or more Counties	No	Co. Supt.	5	No
26. Nevada.....	Yes	Yes 1 in ea. Dist. in odd years make 5	State Inst. (Several Counties to Districts in St.)	No	State Supt.	4	No
27. New Hampshire.	Yes	.....	County (Varies)	No	State Supt.	1-3	No
28. New Jersey.....	Yes	No	County	No	Com. of Ed.	1-3	No
29. New Mexico....	Yes	No	May have Joint	No	Co. Supt.	10-30	Yes
30. New York.....	No	No	(Discontinued in 1911)				
31. No. Carolina...	Yes	No	One to 4 Counties	No	Supt. and Inst. Bd.	10	Yes
32. North Dakota...	Yes	Yes	One Co.	No	Co. Supt. & State Supt.	5	Yes
33. Ohio.....	Yes	Irregular	One Co.	No	County Bd.	5	Yes
34. Oklahoma.....	No	No	(Discontinued in 1917)				
35. Oregon.....	Yes	Yes — at least 3— various part of Co.	1 or more Counties	No	Co. Supt.	3	Yes
36. Pennsylvania...	Yes	Yes, but not legal	County	No	Co. Supt.	5	Co.— Yes City— No
37. Rhode Island...	Yes	Yes	Joint—several Towns	No	Superintendent school Officers, Association, etc	1-3 Varies	No

COUNTY TEACHERS' INSTITUTES

Which, If Any Groups of Teachers are Excused from Att.?	Are Teachers Paid for Attendance?	How Much?	Penalty for Non-Att.?	Nature of Penalty?	How Fin- anced?	Teachers' Fees	
8	9	10	11	12	13	14	
Exper. Teachers —given per	No	.....	Yes	License Re- voked	License & Ex- am. Feed	\$2.00	25
Control of State Supt.	Yes	Transporta- tion and Salary	Yes	No Salary	State \$500. Dist. \$250.	.....	26
Voluntary	No	.....	No	.....	Trust Fd.	.....	27
None	Yes	Salary	Yes	No Salary	State Entirely	.....	28
Those Att. Sum- mer Schools	No	.....	Yes	Loss of Cert.	Co. not more \$100	\$2.00	29
							30
None	No	.....	Yes—May	Can't Teach	St. pays In- structors—Co. “Expenses”	\$200—\$250	31
High School Spe- cial Dist.	Yes	Salary	Yes	May Revoke Certificate	State \$100.	\$1.00	32
Voluntary	Yes	Salary \$2½ per Day	No	.....	Co. Aid	\$1.00	33
							34
None	Yes	Salary	Yes	Certificate voked	Co.—\$150 to \$400	.....	35
None	Yes	\$4.00 per day	Yes	\$4.00 per da.	Co. not less than \$100 nor more \$200.	\$1—\$4	36
Voluntary	Yes	Salary	No	.....	State Aid \$500 whole St.	.....	37

COUNTY TEACHERS' INSTITUTES

	Institute Still Held?	Local Institute Also?	Area Covered	Does Law Specify Time for Holding Institute?	Who Determines Time if not Specified by Law?	Length of Institute? (Days)	Must it be Held on Consecutive Days?
State	1	2	3	4	5	6	7
38. South Carolina..	Few	No	One Co.	No	Co. Supt.	2-3	Yes
39. South Dakota...	Yes	No	Joint	No	State Supt. & Co. Supt.	2-3	Yes
40. Tennessee.....	Few	No	One Co.	No	Co. Supt.	5-10	No
41. Texas.....	Yes	Yes	One Co. or Sev. Cities	Yes	Law	5	Co.—Yes City—No
42. Utah.....	Yes	Yes	Joint—Co. & Local	No	Co. Supt.	2-10	No
43. Vermont.....	No	.....	.....	.....	.....	.....	.....
44. Virginia.....	Yes	Occasionally	One Co.	No	Div. Supt.	2-3	No
45. Washington.....	Yes	No	1 or more Counties	No	Co. Supt.	5	3 must be
46. West Virginia...	Yes	Yes	1 or more Counties	No	State Supt. & Co. Supt.	5	Yes
47. Wisconsin.....	Yes in Counties Designated by State Supt.	Yes	County	No	State Supt. & Bd. of Normal School Regents	2-10	Yes
48. Wyoming.....	Yes	.....	Co.—2 or more Cos. may have Joint	No	Co. Supt.	4-8	.....

COUNTY TEACHERS' INSTITUTES

Which, If Any Groups of Teach- ers are Excused from Att.?	Are Teach- ers Paid for At- tendance?	How Much?	Penalty for Non-Att.?	Nature of Penalty?	How Finan- ced?	Teachers Fees	
8	9	10	11	12	13	14	
None	Optional with Board	Expenses	No	.....	Co. Aid	.....	38
None except City & H. S.	Yes	Salary	Yes	License Co. or Cr. Lost	Aid up to \$150	.....	39
None	No	.....	Yes	Cert. Void	State Inst. Fd.	50c to \$1.	40
None	Yes	Salary	Yes	Certificate Cancelled	County	\$1.00	41
None	.....	.....	.....	.....	Co. Bd. \$100	.....	42
.....	.....	.....	.....	.....	.....	.....	43
None	Yes	Salary	Yes	No Salary	Co. Aid	.....	44
None	Yes	Salary	Yes	Loss of Cert.	Co. \$200. Supt. Record	.....	45
Those Att. Sum- mer Sessions	Yes	\$2.50 per day	Yes	Not Allowed to Teach	For entire State \$10,000	\$1.25	46
None	No	None	No	None	State Aid for all Counties, \$9,000	.....	47
—
Supt. may ex- empt for good reason	Yes	Salary	Yes	Certificate Revoked	Co. Com.	.....	48

WHERE INSTITUTE IS HELD

According to the best available information some form of Institute is held in 42 states, though Miss Lommen⁵ gives the number as 44. The following states have abolished the Institute: New York, Missouri, Delaware, Oklahoma, and Vermont, while Florida holds a six weeks' Normal Institute and can hardly be included. Of the 42 states that still hold some form of institute six hold only a few. These states are, Montana where it is being displaced by the summer school; Maryland where two-thirds of the counties have summer schools; Mississippi and South Carolina; Kentucky, where they are largely local and non-compulsory. Two of the states, North Carolina and Nevada have institutes every other year. There are, therefore, only 35 states that still observe the custom of holding regularly some type of teachers' institute, namely of the county unit type.

Institute—Permissive and Otherwise

In seven of the 35 states that hold the institute either as a county or modified county plan, the institute is either permissive or so modified that they cannot, strictly speaking, be said to be regularly held. The data at this date seems to indicate that in at least 28 to 30 states the institute still has a legal basis for its maintenance. This also confirms the study already quoted. Colorado has no regular county institute, but a Normal Institute for two weeks, the state being divided into 13 districts for the purpose; Connecticut has a one day "teachers' meeting"—not a typical institute; Maine has what may be called County Associations, one or two days, but fully legalized; Massachusetts, whenever 25 or more teachers in one or more contiguous towns request it, authorize an institute for one to five days; Nevada holds her institute every other year; Ohio may have one if 30 or more teachers ask for it; Wisconsin gives the State Superintendent discretion in designating which counties shall have an institute—usually those without the benefits of Normal School location.

Hence, we may say that there has been since 1910⁶ a strong tendency either to abolish the typical county institute or so modify it that to-day not more than 28 states have typical institutes with a legal basis for its compulsory annual maintenance. Geographically,

⁵ Lommen, G.—"The Institute as an Agency, etc."—Op. Cit.

⁶ Ruediger—Op. Cit.

of the 28 states that require compulsory attendance, 15 are Western States, 10 Southern and 3, including Pennsylvania, Eastern. It will thus be seen that the New England and Middle Atlantic States have practically discontinued the County Institute as such. The advent of summer schools and increased facilities for the training of teachers have brought this about.

Local Institutes

In addition to the usual type of county institute, local or district institutes are found in 20 states, all except two of which also have the county institute. In all but a few of these states, the local institutes have legal sanction, either obligatory or permissive. In Pennsylvania many districts hold local institutes, but there is no legal basis for them. In Massachusetts, and Rhode Island they are permissive and may receive some state aid; in Indiana they must be held one Saturday in each month; in Louisiana the parish superintendent must hold one one day each month. The teachers are paid \$2.00 a day and mileage, with one day's salary forfeited for non-attendance. In Utah a certain number of local institutes may be the equivalent of the county institute. In Kentucky a local institute must be held in each magisterial district, while in Nevada the district institute is held in each county each alternate year with the regular "supervisional" institute. In Oregon at least three must be held in each county. Whether or not local institutes, if properly organized with definite educational functions, can provoke educational sentiment in the immediate community and at the same time be some agency to promote professional zeal, solidarity, and growth, is without the province of this investigation, though their possibilities are worthy of consideration.

Unit of Administration—Territory Covered

In the 43 states where some type of institute is still held, 16 are of the strictly county unit type. In 25 the law permits joint institutes of two or more counties, usually contiguous counties. Two states, Nevada and Michigan hold state institutes. The law, therefore, permits in many states joint institutes, in several states joint district or town institutes. While this permission is evident, the writer has no means of stating to what extent joint institutes are actually held. That this permission, if used, could be used to improve the institute program is self evident, particularly in such counties with small groups of teachers and scant financial resources.

In one state, Nevada, an overlapping or "relay" program was used in 1921 in the five supervisonal institutes. This plan provided that the corps of speaker progressed in order from one institute to the other. This is the Chautauqua scheme of scheduling speakers. By a plan of the overlapping dates this is possible. When the official speakers are under the control of one authority, this is possible. In a state like Penna. with 66 counties to provide for, the entire institute program could be run off in three or four months. By a zoning or regional scheme, this time could be reduced considerably.

Joint institutes among the counties in Penna. have no legal basis, though the district or city joint institutes are held in many places. In the latter type of institutes, there seems to be no definite legal basis, but neither is there any legal prohibition.

Duration of Institutes

The duration of institutes in the 43 states when still held varies very much from one day in Connecticut to six weeks in Michigan. However, when an institute meets more than five days it ceases to be an institute, in the commonly accepted meaning of the term. Summarizing the data we find that in 17 states institutes meet less than 5 days; 5 days in 15 states; 10 days in 4 states, and in 7 the time varies above 5 days to 6 weeks. In three states institutes meet from one to three days, in three others three days. The three day period seems to be increasing as the length of time in which institutes are held.

Consecutive or Non-Consecutive Days

In 22 states the institutes must meet on successive days; in 17 they do not. In other states they either meet one or two days, or information is lacking.

Number in Legal Area

As a general rule only one institute meets in the legal unit or area; in 10 states the number varies from one to three, in the county or district as legalized.

Compulsory Attendance

In the matter of compulsory attendance a great deal of variety and exceptions are found. In a general way we find that in 19 states no groups of teachers are excused from attendance; in 3 states city teachers may be excused; in 7 states teachers who are

attending or have attended summer schools within a certain period are excused; in 3 states teachers may be excused by the County Superintendent for good reasons; in 7 states attendance is voluntary; in 1 state teachers from graded schools, in 1 experienced teachers, while in 3 high school teachers are excused. In 1 state high school graduates may be excused. The tendency is, however, to accept summer school attendance in lieu of institute attendance. A good example of this practice is Maryland.

Penalty for Non-Attendance

In 26 states teachers are penalized in some way or other for non-attendance unless excused; in 2 they may be penalized; in 9 states there is no penalty attached. Information for other 6 states is incomplete.

In 9 states the penalty for non-attendance is loss of salary; in 7 certificate is forfeited; in 2 credits for certificate are lost; in 9 the license is revoked; in 2 teachers can't teach if absent from institute; in 1 the contract is cancelled. In one state the penalty is \$2; in another the penalty is two days' salary, while in Pennsylvania teacher forfeits salary and is fined \$4.00 for each day's absence. The fine in Pennsylvania is seldom, if ever, inflicted. Information for 11 states is incomplete.

Pay for Attendance

In 28 states teachers are paid for attending institutes; in 11 they are not; in 4 they may be. In 25 states the regular salary continues; in Mississippi the pay is from \$5 to \$10; in one state pay is \$2.50 if school is not in session; in 5 states expenses are paid; in Pennsylvania the allowance is \$4.00 a day, but Institute time cannot be counted as time taught.

Financing the Institute

In 19 states institutes are supported by county aid which varies considerably; in 21 by state aid; 3 have combination of the two plans; in 5 they have fees and examination registration fee; in 1 state (N. H.) there is an institute fund from the proceeds of land sales. In 21 states they charge an enrollment fee to teachers. In some it is from 25 cents to 50 cents; in others from \$1 to \$4. The methods of county and state aid are too varying to summarize, but they can be seen from the table.

Attitudes of the Departments

Thirty-nine departments answered the inquiry as to whether or not the institute should be abolished. Twenty-nine (29) said *No*; 4 said *Yes*; 7 did not answer; 6 do not have any. In reply whether the state should aid summer schools in preference to county institutes, 15 said *yes*; 6 *no*; 5 both. Twenty-two did not answer.

Aims or Functions

No serious attempt was made in this investigation to determine thru the State Departments of Public Instruction their ranking of certain functions of institutes. The information received, however, seems to justify the ranking of aims by these departments as given in Chapter II on "Aims"—page 20, as follows:

1. Methods of Instruction.
2. Inspirational or professional.
3. Discussion School Problems.
4. Rural Education.

Lommen⁷ thus gives the comparative ratings of institute functions:

1. To give instructions in methods of teaching.
2. To inspire professional idealism.
3. To develop esprit de corps.
4. To provide local administrative and supervisory forces with opportunity to promote and unify local plans for the educational program of the year.
5. To acquaint local teaching body with the progressive tendencies in elementary education as shown by the scientific investigation of educational leaders.
6. To give instruction in subject matter.

There seems to be a close agreement in these evaluations, with those of the present study.

⁷ Lommen, G.—*Journal of Rural Education*—Oct. 1921, p. 67.

CHAPTER VIII

SUMMARY—(a) FINDINGS

(b) WHAT SHALL BE DONE?

(a) FINDINGS

This, the concluding chapter, must be viewed in the light of the purpose of the study as expressed in the Introduction—"The present study is an attempt to determine the efficiency of County Teachers' Institutes in Pennsylvania." The *status of institutes* has been stressed thruout in order to present adequate facts as to origins, aims and ideals, organization, programs and personnel, improvement of teachers in service, its influence on the public, costs, and the general practice in states where institutes still exist. In no other way than by presenting such facts as this investigation offers, ought judgment be passed. At the same time the experience and judgment of those who should know, cannot be discounted. Out of this judgment and opinion, and the facts as revealed, we can select the outstanding findings.

Summary of Important Findings

1. There is a real institute problem as evidenced by the wide divergence of judgment as to the value and function of the institute, both past and present. (Chapter I and Introduction.)

2. Institutes had their origin in the storm and stress of the serious emergency thru which public education was passing in the early fifties; institutes were of a temporary nature to relieve at the time the shortage of adequately trained teachers, and to foster thru the stimulating effects of institutes a safe, sane and healthy public sentiment for education. (Chapter I—"Historical Origins.")

3. In Pennsylvania county institutes were the outgrowth of teachers' voluntary associations, which brought about the creation of the county superintendency in 1854. (Institutes were not legalized until 1867.) From the creation of the county superintendency the institute became an instrument of great power in the hands of the County Superintendent, not only for inculcating professional zeal into the body of the teachers, but for influencing the public. (Chapter I, "Origins.")

4. Institutes were voluntary agencies until 1867; during the period from 1850 to the period of their legalization (1867) the County Superintendency Act (1854) and the Normal School Act (1857) were both passed, largely thru the influence of institutes and the Pennsylvania State Educational Association. (Chapter I.)

5. The underlying aim of the institute is, undoubtedly, the improvement of teachers in service thru the development of an *esprit de corps*, or professional spirit and zeal. This is the aim held by county superintendents. This aim differs from that of teachers and many prominent educators. An examination of Chapter II on "Aims" shows that superintendents place more stress on "professional inspiration" than teachers, who place more emphasis on "Methods of Instruction." The three most important aims of the institute as given by 2,300 teachers in their order of ranking are: a. Methods of Teaching; b. Professional Inspiration, which can be interpreted to be professional spirit; c. Understanding New Movements in Education. The four most important aims selected by county, district superintendents, and supervising principals, as ranked in their order are: a. Professional Inspiration; b. Methods of Teaching; c. Social Contacts (by Co. Supt.); d. Exchange of Ideas (by District Superintendents); e. Impetus to professional reading (Co. Supts.); f. Understanding New Movements in Education (Supervisory officials.) (Chapter II—"Aims").

6. The aims formulated by those not immediately interested in Pennsylvania institutes but whose expert judgment should be carefully considered are: professional growth of teachers; knowledge of changing conceptions of education, or "new movements"; appreciation of great work teachers are in; real instruction in methods; keeping the corps of teachers alive, "breaking down of school and district lines." (Chapter II.)

7. The aims of institutes as formulated thru the ranking of certain institute functions by State Departments are:

a. Methods of teaching; b. professional idealism; c. *esprit de corps*; d. clearing house for State Department of Public Instruction; e. scientific progress in education; f. instruction in subject matter. (Chapter II—"Aims" and Lommen.)

8. The formulation of a working aim for institutes is very difficult because so much depends on the needs of the groups to be reached. Hence, the conclusion that the *prime aim of the institute should be the meeting of teachers' professional needs in a particular county or counties or region.* (Chapter II.)

9. The great majority of county institutes do not seem to be organized to carry out any specific aim or purpose. The tendency is towards sectional divisions, but very few programs have shown any continuous or specific program or goal. The subjects appear rather promiscuous and isolated. There seems to be no evidence anywhere in the institute organizations that would indicate a forward looking program, or an evidence of preparation on the part of teachers for the institute. Institutes in Pennsylvania seem to be organized more on the convention plan, than on any plan which might indicate a definite purpose. (Chapter III—"Organization.")

10. There seems to be a great waste of time in the institutes. (Chapter III.)

11. Institutes show little evidence that teachers have had any share in the preparation of the programs or in its participation. (Chapter III.)

12. There seems to be no correlation between what superintendents prefer and what they practice in the organization of the institute. (Chapter III.)

13. Institute programs show a predominance of general instructional materials over specific; very little content for rural teachers; nothing of specific value to high school teachers or principals. (Chapter IV—"Program and Personnel.")

14. All the factors contributing to this investigation favor departmentalizing the institute into sections at least half the time, and general sessions the other half. This proportion of division is almost unanimous. (Chapter III.)

15. Too much of the institute time is occupied by a few instructors, usually the so-called "professional lecturer." (Chapter IV.)

16. There is a scarcity of practical school men on the program. Teachers show strong preference for such men as institute instructors. (Chapter IV.)

17. There is very little co-operation between the Normal Schools and the county institutes held within their own territory. (Chapter IV.)

18. Teachers and county superintendents rank "professional" lecturers differently—fourth by the former, first by the latter; the former rank practical school men first; the latter fourth. (Chapter IV.)

19. New movements in education are represented on the programs by a very small per cent of assignments, an indication

that one of the outstanding aims preferred by teachers and educators of prominence is not adequately met. (Chapter IV.)

20. There is an appreciable increase in the number of institute instructors sent by the State Department of Public Instruction, thus bringing into the institute its service as a clearing house for the Department activities, plans, and ideals. (Chapter IV.)

21. Programs do not show that much attention has been given to the demonstration plan of instruction, nor to conferences. (Chapter IV.)

22. It is very doubtful whether the programs of the rural counties are much different from those of non-rural counties. This would indicate that the maximum of opportunity for professional improvement is not put into the rural county institute program, thus losing what is probably the greatest opportunity of the Penna. institute—viz. the professional impression that might be made on the typically rural county. (Chapter IV.)

23. The training "in-service" of teachers in Pennsylvania is still necessary. This type of service will probably always be needed until there is a group of teachers who have reached their "professional majority" when they enter the profession or soon thereafter. The Pennsylvania program shows the need of training teachers while they are in the service in order that they may earn the minimum professional requirements by 1927. (Chapter IV—"Improvement of Teachers in Service.")

24. The question in evaluating the institute as an agency to train or improve teachers in service depends on what is meant by this training. If by the improvement of teachers in the service is meant the acquisition of greater teaching power, the institute must be regarded as not thus functioning. If "professional inspiration" is the basis of this improvement, or if general instructional work also is, then the institute functions as such an agency. The present day tendency is to regard evidence of strictly professional growth, of greater teaching power, and adherence to a type of professional zeal which makes for growth, good criteria for the improvement of teachers in service.

Viewed in this light, we must conclude that in the very large majority of county institutes the contribution towards such improvement is very low. The judgment of teachers gives a rating of 37.4 per cent to "professional inspiration" as the most valuable contribution of the institute, but 9.5 per cent to the discussion of school problems, and 30 per cent to "methods of teaching." (Chapter V.)

25. District superintendents and supervising principals would prefer to make other uses of money now spent on institutes. They selected summer schools, professional reading, closer supervision, and demonstration classes as all having higher value than county institutes as agencies to improve teachers in service. One-third of the county superintendents answering the inquiry as to the relative value of teachers' institutes and summer sessions, preferred, if it were possible, summer schools. (Chapter V.)

26. Out of 1,376 teachers, 42 per cent preferred the institute as an agency in the improvement of teachers, altho 58 per cent preferred either two or three day educational meetings, local institutes, or summer schools (21.6 per cent).

27. The judgment of prominent educators quoted seems to be that the institute does not contribute to the professional training of teachers. (Chapter V.)

28. The striking facts disclosed by the financial phase of this study are: the inequality of opportunities for financing institutes in those very counties that need institutes; the large per cent of the revenue spent on the lecture and entertainment features of the institutes; the payment of 43 per cent of instructional fees to 20 persons in 40 counties in one year; less than one-half of the expenditures in the county institutes is for other purposes than instruction; the disproportionate total expense of county institutes compared with what the state used to do for the 13 State Normal Schools; what might be done in the real training of teachers with the minimum total cost to the public of county teachers' institutes (\$750,000). (Chapter VI.)

29. The national survey shows two outstanding features or tendencies—that the cost of institutes to the public in any state is smaller than in Pennsylvania; that the tendency is for institutes to meet from one to three days instead of five. The legal sanction for joint institutes, and the large number of states that authorize institutes, but do not require them, are other characteristics worthy of stressing. (Chapter VII.)

30. There have been many benefits accruing to teachers from institutes in the past. Among these may be mentioned the professional impression made; the creation of public sentiment; the agency for carrying out state-wide-educational movements; opportunity given teachers for social contacts; opportunity given many teachers to hear noted men and women of prominence, etc. (Chapter V.)

Conclusion

We are constrained to say after weighing carefully the facts revealed by this study, and especially the deficiencies of the program, the high cost of the institute compared with the product, the lack of organization to make effective the wisest use of time, the isolated and disconnected features of many programs, that the opportunity to make the most out of the institute has not been fulfilled; that in spite of the many valuable features of the institutes and their service to public education in the past, they are not functioning efficiently to-day as agencies in the practical *in-service* and *after-training* of teachers. We believe, therefore, that the facts justify the conclusion that according to the accepted principles of efficiency, county teachers' institutes in Pennsylvania are, in a large measure, and in many counties, inefficient.

(b) WHAT SHALL BE DONE?

There is no presumption in this study to solve, what is admittedly, a problem. What shall be done with teachers' institute in Pennsylvania? Facts bearing on the historical and contemporary ideals and purposes of institutes have been gathered, presented, and wherever possible, interpreted. No one with a mind open to truth and conviction as revealed by the facts can boldly generalize by challenging the usefulness of teachers' institutes without some modifications. That institutes have had much value in the past, that they might have more real value at present than they do, cannot be doubted. After all, the real issue that cannot be avoided is, "Do county institutes have sufficient productive returns on the investment, direct and indirect, to warrant their continuance?"

Constructive Suggestions

It seems to the writer that in view of the conclusion that institutes in Pennsylvania as at present organized and managed are generally inefficient, five lines of action are possible. These are submitted in the light of the experience in this state and practices as found in other states.

These five lines of possible action are:

1. Abolish county institutes entirely.
2. Continue them as present, but plan for their improvement.
3. Curtail their time and improve them.

4. Make them permissive for optional periods and counties or districts.
 5. Legalize Teachers' Associations.
- We shall consider each briefly.

1. Abolish Them

The investigation has revealed no strong sentiment among superintendents or teachers for their absolute discontinuance. Very few of the prominent educators who have expressed their views have given as their judgment that the county institute should be abolished. Those who have advocated its discontinuance, have invariably no substitute for it. Dr. Snedden, formerly Commissioner of Education in Massachusetts and an authority on all forms of public educational administration has well presented the objections to their discontinuance now:¹

I should consider it very ill-advised in the present juncture of American Education to recommend lessening of the institute. Rather should we contend for an improvement in its quality.

Dr. Snedden recommends that there be an institute before the opening of school and one after the closing of the schools, as periods for "professional preparation and review."² We can, therefore, acquiesce in Dr. Snedden's observation that the institute be continued at present, especially in view of the educational renaissance in Pennsylvania when much missionary work for public enlightenment and professional zeal will be necessary for the educational program under way.

At the same time it cannot be expected that institutes should be allowed to continue at such great costs to school districts unless there is shown an immediate and decided improvement all around. At this point it may be sufficiently instructive to call attention to what the Department of Education of New York State said in 1912 after institutes were abolished in that state:

When progression ceases, deterioration sets in. The institutes seem to have reached the limit of their efficiency and the time is ripe to take a step forward in the matter of helping and stimulating teachers. . . . We say that a teacher should not do for her pupils what they can easily do for themselves. It is equally true that the states should not do for the teachers what they can do for themselves.

¹ Excerpt from letter to inquiry.

² Lommen, G., Oct. Number Journal of Education, op. cit.

Continuing, the statement gives expression to the feeling that

if teachers get together and take an active interest in their associations, they will greatly be strengthened thereby. It is confidently predicted that the discontinuance of institutes will be followed by greater activity on the part of teachers' associations and that they will greatly increase in efficiency.

Were institutes to be abolished in Pennsylvania, the Pennsylvania State Educational Association would undoubtedly provide for the organization of county branches of the association, voluntary in their character, but withal worthy substitutes for teachers to become affiliated with.

2. Continue Them as at Present, but Improve Them

This proposition has already been made and discussed somewhat under 1. If it is concluded to continue institutes, it is naturally a corollary to insist that they should be improved in view of their present inefficiency. Should they be continued as at present, which means five days? There can be no doubt of their needed improvement, but in view of the tendency among the 43 states that still maintain some type of institute to cut down the duration of the institute, it would be wise to hold the county institute for a period not longer than three days. At present 17 states hold the institute less than five days; 15 five days; 4 ten days; 7 states it varies above ten days, usually a summer school type of institute.

Another added reason why the county institute should be held for not more than three days is the fact that at present too much time is wasted and that by proper program making at least 40 per cent of the time and expense can be saved without decreasing the efficiency of the institute. We must not forget that American psychology is opposed to long meetings; the point of saturation is reached early. A three day institute with dash, enthusiasm, and a well organized program will hold a body of teachers better. Since at present one day is literally wasted, improved transportation facilities make this waste unnecessary.

3. Curtail their Time and Improve Them

It seems logical to propose that in view of the inefficiency and wastefulness pointed out in the study, that a shorter institute will answer the purpose as well as the five day session, which, really, means only four days. The improvements that would be necessary in the five day institute would also be necessary in a three day insti-

tute. In the present five day institute there are only three days devoted to sectional meetings. This would also be possible in the three day institute. This shorter institute will save school districts 40 per cent in the compensation paid teachers. For years to come many teachers who probably might need the institute good, bad, or indifferent, will attend summer schools; many teachers from our rural schools who formerly depended on the institute will now be compelled to attend summer or normal school in order to qualify. This is a further reason for cutting the number of days to three.

4. *Make Them Permissive for Optional Periods*

The fourth plan has all the virtues of the present system, with none of the objections. A strong argument for the county institute has been its appeal to the rural school teacher, in spite of the plain facts revealed in the study that the ordinary institute program has had nothing in it for the general body of rural school teachers. (See Chapter IV—"Program.") This plan would make the county institute permissive in those counties where the county superintendent with the approval of the Department of Public Instruction thinks that it is necessary. It is well known that many counties in the state, where there are thickly settled urban communities, and of easy access to many educational facilities, where the schools may be so organized that close supervision takes the place of the institute and other "in service" training agencies, the institute can be displaced by other agencies. The length of time for holding the institute could also be made permissive, say two or three days, either consecutively or on non-consecutive days.

5. *A Possible Fifth Plan—Legalize Teachers' Associations*

No matter what happens to the institute, there should be in every county some organization that will make for professional solidarity and that will promote professional spirit. The assurance of such aims would not require a three day meeting, but rather several one day meetings during the year. The fifth plan would legalize county educational associations so that teachers would be regarded as members just as they are considered as enrolled members of the institute. The State Educational Association would in this way become a tremendously powerful instrument with local representative associations in every county. This raises the question of voluntary teachers' associations vs. an association or organization

that has a legal basis such as the institute, which is an instrument in the hands of the state. The legalized teachers' association idea is not new. Maine has county associations provided by and supported by law. No one can find objections to any method sanctioned by the State to compel the improvement of its servants. The passage of every certification law is a similar procedure.

Possible Ways of Improving the Institute

No matter which of these five plans is followed, unless the institute is abolished, improvements should be made. Accordingly a number of suggestive proposals are made for its possible improvement, in addition to curtailing its duration. These are:

1. The state should adopt an institute policy whereby the institute work of the state will be given unity and direction. This does not mean centralized control nor a system of institutes under the direction of conductors. It does mean that somebody will be charged with the responsibility of planning the institutes and of administering them thru the authority and leadership of the county superintendent.
2. All institute programs should be definitely planned and scheduled and placed in the hands of teachers a sufficient time in advance of the institute.
3. The institute program should stress new and controlling movements in education, problems of educational policy, state and local and national, and some specific school room problems. The so-called "inspirational" address should be reduced to a proper number.
4. The programs should have unity and purpose with past programs, and if possible, with future plans.
5. Provisions should be made in the institute for discussions of work done in previous institutes; also plans laid out for follow-up work and reports.
6. The institute should encourage more round table conference discussions. Teachers should be encouraged to come with questions that might be answered by their fellow workers or by the instructors.
7. The institute should be made a place where discussions will be fostered and where reports of work assigned will be given.
8. Preliminary arrangements should be made to conduct Demonstration classes.

9. Reports by teachers on any constructive piece of work done during the year.

10. Joint institutes ought to be organized where the financial resources are not sufficient. Regional institutes with normal school areas as their boundaries might be organized, at the same time using the normal school personnel for instructional purposes.

11. There should be in the Department of Public Instruction some method of assisting in securing instructional talent for institutes. The securing of satisfactory talent is one of the biggest problems connected with the institute.

12. Supervision of the county institutes by expert authorities is necessary. The state has never exercised any such powers because the law does not require it. Lommen points out in the survey she made thru the State Departments this pertinent reflection:

Intelligent and co-operative supervision could do much to obviate the current criticisms of inadaptability of instruction, failure to meet local needs, lack of organization, and the absence of professional growth.²

13. An attempt should be made to encourage units of work on the extension basis thru district institutes, carrying credit in terms of semester hours. This may also be feasible in the county institute.

14. High school teachers should be allowed either to attend institutes where strong programs can be organized for large numbers of high school teachers, or allowed to visit schools. In many counties the number of high school teachers is too small to offer them specific work. This is also true of vocational teachers.

15. In districts where separate institutes are held, the teachers could readily contribute their institute compensation to the treasury as an adequate fund for organizing a strong institute. Many other changes will suggest themselves from the main chapters of the study.

² Lommen, *op. cit.*

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A

APPENDIX TO STUDY ON INSTITUTE

STUDY ON "THE STATUS OF COUNTY TEACHERS' INSTITUTES"

Conducted under direction of the Graduate School, University of Pa.

Please answer promptly and return to Carmon Ross, Doylestown, Pa., in stamped envelope enclosed. This material will be used in a preliminary report on Teachers' Institutes at Schoolmen's Week, April 10-12, 1919.

1. If it were within your power to control all factors, for the best interests of your schools, check in blank spaces which of the following times you would select for holding your county institute:

a. Before the opening of the schools. b. After the opening of your schools. c. One week before opening of schools.	 	d. Two weeks before opening of schools. e. One month after opening of schools. f. Two months after opening of schools.
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- g. Some other time. (State it)

2. Give reasons for the time preferred above:.....
3. If your institute is not held at time checked in question 1, please give reasons:.....
4. If you could control all the factors determining the kind of institute you would have, check in blank spaces below one of the types you would select for the best interests of your schools:
 - a.General Sections or Sessions—all teachers meeting together all the time.
 - b.Half General and Half Sectional—one half-day all teachers meeting together, one-half day teachers meeting in two or more groups or sections.
 - c.All Departmental—all teachers meeting in small groups, both morning and afternoon, i.e., no General Sessions at all.
 - d.Any Other Kind. (Please indicate and describe definitely).....
5. Give reasons for the form of organization checked in question above:.....
6. Check in blank space the form of organization mentioned in question 4 which you have:

a. ....General Sessions	||	c. ....All Departmental.
b. ....Half General and Half Sectional	||	d. ....Any other kind—indicate
7. a. Give reasons for your present form of organization:
- b. Do you consider your present plan satisfactory?.....
8. a. How many evening sessions do you have?..... b. Why do you favor or oppose evening sessions?.....
- c. Are your teachers in favor of evening sessions?..... d. The Public.....
9. Check in blank spaces ALL the methods used in your county in making up the institute program:

a. ....Co. Supt. alone. b. ....Co. Supt. and committee of principals. c. ....Co. Supt. and committee of prin. and teachers. d. ....Co. Supt. and committee of directors. e. ....Co. Supt. and approved by executive committee.	||	f. ....Any other method. (Please describe definitely)..... g. Who makes out the program of departmental meetings?..... h. Are rural teachers ever consulted in forming the program?.....
--	--	--
- i. If so, in what way?.....
10. Check any of the following methods of instruction employed in your institute:
 - a.Lecture Method alone in general sessions.
 - b.Lecture Method alone in departmental sessions.
 - c.Demonstration Lessons in general sessions.
 - d.Demonstration Lessons in departmental sessions.
 - e.Lecture and Discussions in general sessions.
 - f.Lecture and Discussions in departmental sessions.
 - g.Any other method of instruction. (Please describe definitely).....
11. Instructors used and their relative merits:
 In left column check those used. In right hand column use numerals 1, 2, 3, 4, 5, for rank.

a.	Professional institute lecturers.	
b.	Public Men.	
c.	Normal School Teachers.	
d.	Public School Men not from your own county.	
e.	Successful Teachers in Your Own County—Town.	
f.	Successful Teachers in Your Own County—Rural.	
g.	College Teachers of Education.	
h.	Business Men.	
i.	Any other (Name)	

12. a. Does your institute make special provisions for the inexperienced teacher?..... If so, state in what way?.....
 b. Special provision for Grade Teachers?..... If so, state in what way?.....
 c. Special provision for the rural one room teacher?..... If so, in what way?.....
 d. Special provision for high school teachers?..... If so, in what way?.....
13. Do you think that the town or borough teachers who have local supervision, could do without the institute?..... Give reason for answer:.....
14. Give rank to five of the following possible ways in which the institute may help teachers. (Use numerals 1, 2, 3, 4, 5 for highest value, next to the highest, etc., respectively.)
- | | |
|---|--|
| a..... Knowledge of subject matter | f..... Social contacts for teachers |
| b..... Methods of teaching | g..... Exchange of experiences and ideas among teachers |
| c..... Professional inspiration | h..... Means of community uplift thru teachers |
| d..... Better discipline in rural schools | i..... Discussion of immediate school problems |
| e..... Wider professional reading by teachers | j..... Opportunity for supt. to meet teachers for conferences on school problems |
15. To what degree do you and your assistants notice improvement among your teachers after the county institute? (Check which degree in blank spaces to the left.)
 a.....None: b.....Little: c.....Medium. d.....Much.
16. Which of the following in your opinion has the greater value for teachers? (Check which one in blank space to the left.)
 a.....County Institute. b.....Local Institute. c.....Other Educational Meetings during year.
 b.....Conferences with groups of teachers either before the opening of school or after.
17. Should the institute be held for more than five (5) consecutive days?..... Please give reason for either answer:.....
18. Check whether or not you prefer holding the county institute as now on five consecutive days?
 a. Yes.....; b. No.....; c. Reason for either answer:.....

19. a. If your county has held its institute this school year on 5 Saturdays, or on five non-consecutive days, state the advantages or disadvantages of the plan:

 b. What per ct. of teachers have attended on Saturdays?.....
 c. Are transportation facilities in your county to place of meeting very good, good, or poor?.....
20. a. Is there any reason why county institutes as at present conducted should be abolished?.....
 b. If there is, indicate reasons:

21. If in favor of abolishing the institute as at present conducted, what would you suggest as a good substitute, if any?

22. If it were legally, financially, and otherwise possible, would you substitute summer session work for teachers in Normal School or College for the institute?.....
23. a. Enrollment fee in your institute..... b. Extra fee, if any, for evening course tickets....
24. What do you regard as the aim or purpose of institutes as at present organized and held?

- Questionnaire filled out by.....Supt.County
 (On back page give any suggestion, problem or peculiar form of organization you have in your institute)

B

STATUS OF TEACHERS' INSTITUTES

(Please do not fill out until questions are explained)

1. Teacher, principal or supt.?.....Are you a city, town, or rural teacher?.....
2. Number of institutes attended before this?.....Teacher's certificate held.....
3. Check in blank space time preferred for holding institutes:
 a.....Before opening of schools. || c. How many weeks before?.....
 b.....After opening of schools. || d. How many weeks after?.....
4. Reason for time preferred:
5. Check in blank space type of institute preferred:
 a.....General sessions, only. || b.....Half general sessions, half sectional. ||
 c.....All sectional meetings.
6. Check in blank space method of instruction preferred: (1 for first choice, 2 for second, 3 for third.)
 a.....Lecture method. || b.....Demonstration method. || c.....Conferences and discussions.
 d.....Any other method. (Please indicate):
7. Check in blank spaces three kinds of instructors preferred, using numeral 1 for first choice, 2 for second 3 for third:
 a.....Public men. || c.....College teachers. || e.....Professional lecturers.
 b.....Practical school men. || d.....Normal school teachers || f.....Successful local teachers.
8. Do you favor evening sessions?.....If so, how many of each of the following?
 a.....Serious lectures. b.....Light lectures. c.....Entertainments.
9. Check in blank spaces the three most valuable contributions to the teacher actually made by the institute, using numeral 1 for first most valuable contribution, 2 for second, 3 for third.
 (If there is no contribution, mark with X here:—No contribution.)
 a.....Knowledge subject matter. || e.....Exchange of ideas among teachers.
 b.....Methods of teaching. || f.....Discussion of immediate school problems.
 c.....Professional inspiration. g.....Social contacts for teachers.
 d.....Conference with County Superintendent. || h.....(Name any other and give value):

10. Mark in blank space which of the following you prefer, if a choice on your part were possible: (*Be sure to answer this.*) (Use 1 for first choice, 2 for second, 3 for third.)
- a.Institutes as at present generally organized and conducted.
 - b.Two or three day educational meetings held in the county or in the district, that stress big educational movements, and make for professional spirit.
 - c.Well organized system of local institutes, financed by school boards.
 - d.Summer School sessions, four to six weeks, tuition free, attendance voluntary, but credit given toward advancement
 - e. Give any other preference or suggestion:
11. Mark 1 for first choice, 2 for second, of type of instruction material preferred in day sessions:
a.Pedagogical. || b.Inspirational. || c.Entertainment. || d.Informational.
12. Mark 1 for what you think *should be* the most valuable feature of the institute, 2 for second, 3 for third:
- | | |
|--|---|
| a. ....Methods of teaching. | d. ....Exchange of ideas among teachers. |
| b. ....Development of professional spirit. | e. ....Social contacts " " |
| c. ....Knowledge of subject matter. | f. ....Explanation of new movements in education. |
| | g. ....Discussion of immediate school problems. |
- (Study conducted by Carmon Ross, Doylestown, Pa.)

C—Part 1

STATUS OF TEACHERS' INSTITUTES—SPECIFIC QUESTIONS

Questionnaire for City and Dist. Supts. and Supv. Principals.

1. Check in blank spaces your judgment as to the DEGREE that the Institute *really functions* as an AGENCY to IMPROVE teachers in service.
- a.Much b.Little c.None
2. If you think that it really functions as an agency in the improvement of teachers in service, please check in blank spaces in which of the following ways your teachers have shown improvement after the annual institute:
- a.Methods of teaching d.Professional spirit
b.Methods of discipline e.Interest in school work
c.Knowledge of subject matter f.Impetus for prof. reading.
g.Understanding new movements in education
- Please mention other ways not suggested above in which improvement has been shown by your teachers:
.....
3. If it were in every way possible and within your power, would you employ or prefer to employ the money now being spent by your district to pay teachers' attendance at the Institute for other school purposes instead of attendance at Institutes?
(Please answer YES or NO) Answer.....
4. If you should prefer to employ the equivalent Institute money for other school purposes in your own system, please check in which of the two following ways you would spend this money. Use numeral 1 for first choice, 2 for second:
- a.Closer supervision.
 - b.Additional teacher or teachers either for regular or special subjects.
 - c.Better salaries for some or all teachers.
 - d.Better library facilities for teachers and pupils.
 - e.Sending deserving teachers to summer school by paying all or part of expenses.
 - f.Paying expenses to selected teachers for observing work in other schools.
 - g.Securing experienced and successful educators to address teachers on specific problems.
 - h.Please mention other purposes for which you would employ this money in the improvement of teachers in service:

C—Part 2

5. Mark 1 for what you think *should be* the most valuable feature of the Institute, 2 for second, 3 for third:

- a.....Methods of teaching
 b.....Development of Professional spirit
 c.....Knowledge of subject matter
 g.....Discussion of specific school problems
 Please mention any other feature that should be emphasized:
6. Mark 1 for first choice, 2 for second, of type of instruction preferred in day sessions:
 a.....Pedagogical b.....Inspirational c.....Informational
7. Check in blank spaces kinds of instructors preferred, using 1 for first choice, 2 for second, 3 for third:
 a.....Public men. b.....Practical school men. c.....College teachers.
 d.....Normal School Teachers. e.....Professional lecturers. f.....Successful local teachers.
8. Name three of the following agencies which you think will improve teachers in service most, marking 1 for first choice, 2 for second, and 3 for third.
 a.....Summer school for 4 or 6 weeks.
 b.....Professional reading.
 c.....Additional or closer supervision.
 d.....Correspondence Courses.
 e.....Teachers' Associations or conventions.
 f.....Demonstration Classes either in own system or elsewhere.
 g.....Helping teachers for rural schools.
 h.....Visiting other schools for observation purposes.
 i.....County or City Institutes.
 j.....Local Institutes.
 k.....Two or three day educational meetings that stress big movements in education and make for professional spirit.
 Name of District.....No. Teachers.....

D

STATE STATUS OF TEACHERS' INSTITUTES

- State.....Answered by.....
- Are Teachers' Institutes still held in your state?.....
 - If not, when were they discontinued? (County).....
 - Does your state also have a system of local or township institutes?.....
 - What area do your "County" Institutes cover—one county, several counties, or part of a county?.....
 - Does the law specify the time of holding the institute?.....
 - Who determines the time, if not specified by law?.....
 - When are the institutes usually held?.....
 - How many days do the institutes continue?.....
 - Must the institute be held on consecutive days?.....
 - May it be held on non-consecutive days?.....
 - How many institutes a year are held in a county or legal area?.....
 - State which group of teachers, if any, may be excused from attending the institutes:.....
 - Is attendance on the part of the teachers compulsory?.....
 - Are teachers paid for attending?.....How much?.....
 Who pays them?.....
 - Is there a penalty for non-attendance?.....If so, what?.....
 - Please check in blank spaces to left which method or methods is used to finance institutes:
 a.....State Aid; how much?.....; b.....County Aid; how much?.....
 ; c.....Fees by teachers; how much?.....
 - Should the State aid summer schools rather than Institutes?.....
 - Should the State aid Institutes in addition to the summer schools?.....
 - To which of the following should Institutes confine themselves: a.....Methods of Teaching;
 b....."Inspirational Lectures"; c.....Discussion of immediate school problems; d.....
 Rural Schools.
 - Do you personally think that the need still exists today for conducting County Institutes?.....
 - Should they be abolished?.....
 On the reverse side of this page, please state what you consider as the present function of County Institutes.

E

INQUIRY ABOUT COUNTY TEACHERS' INSTITUTES—TO PROMINENT EDUCATORS

1. a. In your experience with County Teachers' Institutes, have you found that they actually contribute to the professional training of teachers?.....
b. If so, in what ways?.....
2. Do you think that there is still a good reason why the five (5) day County Institute should be continued?.....
3. Please give briefly your reason why the Institute should be continued or discontinued?.....
4. a. In view of the program in this state that teachers after 1927 must have higher professional attainments, do you think that the money spent on *County Institutes* in Pa. (at least \$750,000 annually), *might be spent* for more effective *teacher training purposes*?.....
b. If so, in what way or ways?.....
5. What, in your opinion, should be the highest aim or function of the County Institute? (Briefly, please.).....
6. Further suggestions or remarks:.....

Answered by.....
(Use other side if necessary)

F

STATUS OF TEACHERS' INSTITUTES—FOR TEACHERS

(Follow-up—Two Months After)

1. Personal information:
 - a. Prin., Supv. Prin., or Supt.....
 - b. Town or country.....
 - c. Grade or high school teacher.....
 - d. Years experience.....
 - e. Graded or ungraded school.....
2. In which of the following ways was the last County Institute valuable? (Use numbers 1, 2, 3, 4, 5, 6, 7 to show order of values.)
 - a. Social contacts.....
 - b. Methods of teaching.....
 - c. Methods of school management.....
 - d. Information getting.....
 - e. Recreation.....
 - f. Inspiration.....
 - g. Any other way (Name it.).....
3. Direct values of the last County Institute:
 - a. Errors it has helped you to correct:.....
 - b. New methods it has given you in teaching:.....
 - c. Impetus given to you to study or read:.....
 - Professional books—name them:.....
 - Non-Professional books—name them:.....
 - Professional magazines—name them:.....
 - d. Devices, schemes, influences, etc., that Institute has contributed for improving your school work:.....
4. State definitely how the last County Institute has interested you in any of the following activities:
 - a. Use of school house for community purposes:.....
 - b. Children's health:.....
 - c. Co-operation with the home:.....
 - d. Changes or improvements in course of study:.....
 - e. Community identification by yourself:.....

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